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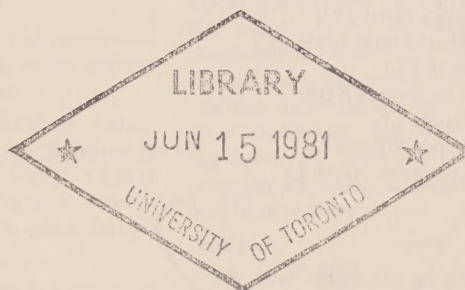
No. S-1

# Legislature of Ontario Debates

## Official Report (Hansard)

### Standing Committee on Social Development

Estimates, Ministry of Culture and Recreation



**First Session, Thirty-Second Parliament**

Monday, May 25, 1981

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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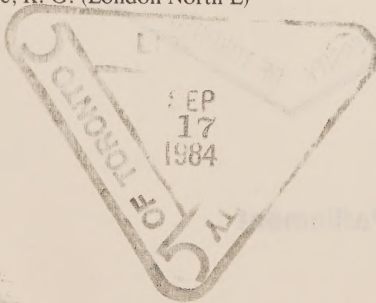
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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

**Monday, May 25, 1981**

The committee met at 3:34 p.m. in room No. 151.

### ESTIMATES, MINISTRY OF CULTURE AND RECREATION

**Mr. Chairman:** I will call the committee to order.

**Mr. McClellan:** Before we start, it is normal that members of the committee receive copies of the ministry's briefing books. I understand the critics have received them, but members of the committee have not. I wonder if there is some way the ministry staff could remedy that defect.

**Hon. Mr. Baetz:** Yes, it is possible.

**Mr. Chairman:** Would it be possible to give everyone a copy of all these 1981-82 estimates briefing reports, Mr. Minister?

**Hon. Mr. Baetz:** Yes, indeed it would.

**Mr. Chairman:** Would it be possible to have this distributed today?

**Mr. Webber:** They were sent to the House leader's office last Friday. You could check there.

**Mr. Chairman:** Sorry, it is beyond my control. I was under the impression that every member had received the briefing report.

**Mr. McClellan:** Sorry, Mr. Chairman, you are incorrect. The members have not received it. The House leader's office has been the site of the deposit of the documents. Perhaps someone could go to the House leader's office and get them.

**Mr. Chairman:** That is being done now. Thank you.

There is a procedural matter that I would like to discuss at the very beginning. We had the Ministry of Education estimates—12 hours—scheduled to follow the Ministry of Culture and Recreation estimates. There is a change. June 1, 2 and 3 have been posted as the dates for the estimates of the Provincial Secretariat for Social Development—I believe it is five hours.

There has been a request by the Honourable Margaret Birch that, if possible, we concentrate on June 1, the Monday, and June 3, the Wednesday, and perhaps excuse her on June 2 because

she has another commitment. That would provide us with the opportunity to discuss Bill Pr10 on Tuesday.

If the committee agrees to this agenda, we will have Monday and Wednesday for the social development policy field estimates and Tuesday for Bill Pr10.

**Mr. McClellan:** That is agreeable to the New Democratic Party, Mr. Chairman.

**Mr. Chairman:** All right. What about the Liberals? I believe you were contacted. There were no objections from the Liberal critic.

So it is agreed. On June 1 and 3 we will consider estimates for the social development policy field, and on Tuesday, June 2, we will discuss Bill Pr10.

I will turn the meeting over to the minister.

Mr. Minister, you will be making an opening statement, I believe, before we discuss and debate the expenditures of the Ministry of Culture and Recreation.

**Hon. Mr. Baetz:** That is right, Mr. Chairman. With your permission, I would like to make an opening statement. I am afraid that because of the nature of the ministry, which is multi-dimensional—some have called it eclectic—having many parts and components to it, the opening statement will be slightly more lengthy than I had hoped. But there it is. We will try to lay before you what the ministry is all about, what we are trying to achieve. I just hope you will bear with me.

**3:40 p.m.**

**Mr. McClellan:** Do you have a copy of the text, Mr. Minister?

**Hon. Mr. Baetz:** I just have my own copy here at the moment.

**Mr. McClellan:** It is customary for committee members to receive a copy of the address.

**Hon. Mr. Baetz:** Would it be possible, Mr. Chairman, to circulate copies at the end of it?

**Mr. Chairman:** If you have copies available now, we will certainly distribute them. If they are not available, I am sure there would be no serious upset if they were distributed later on during your presentation.

Are there copies available? I see we do have copies available.

**Mr. McClellan:** Ask and you shall receive.

**Mr. Chairman:** Yes, exactly.

**Hon. Mr. Baetz:** Most cases, most times.

**Mr. Chairman:** A student of the Bible, I guess. Do you want to wait until everyone gets a copy before you start?

**Hon. Mr. Baetz:** I guess I may as well.

**Mr. Chairman:** Listen, I am totally green about this. I am learning the procedures. I ask for forgiveness.

**Hon. Mr. Baetz:** Now they won't pay attention. Now they will go out to make their phone calls. Well, we will get it into Hansard.

**Mr. R. F. Johnston:** Will you read quickly?

**Hon. Mr. Baetz:** I will read very quickly and I might even skip things here and here, if you promise to do the same thing later on.

**Mr. R. F. Johnston:** I always read quickly.

**Hon. Mr. Baetz:** How many hours do I have?

**Mr. Chairman:** You have two and half hours until six o'clock. How long is your speech, Mr. Minister? Three hours?

**Hon. Mr. Baetz:** Oh, less than that, much less.

**Mr. Gillies:** Seventy-two pages.

**Hon. Mr. Baetz:** Well, that is one reason I did not want to show you. I did not want to overwhelm you.

**Mr. R. F. Johnston:** It's not a record.

**Hon. Mr. Baetz:** No, it is not a record. It is sort of par for the course.

Anyway, Mr. Chairman and honourable members, it is with both keen anticipation and a substantial sense of satisfaction that I come before you today to present the spending plans of the Ministry of Culture and Recreation for the 1981-82 financial year.

The anticipation springs from my own experience of having brought my ministry's spending plans to this committee on two previous occasions. That experience has demonstrated to me that these proceedings are in the finest tradition of elected representatives conducting the public's business with a high degree of dedication and effectiveness.

I notice that five members of the committee are newly elected to the Legislative Assembly. I trust that when these proceedings are concluded, they will share my judgement of the fundamental value and high quality of this committee's work.

As far as my sense of satisfaction is con-

cerned, I must say that it emanates from my ministry's fine record of achievement in the last year. I am very proud of it, and I am confident that the spending plans for which we are seeking the committee's concurrence will help us to craft the same kind of valuable record in the year that has just begun.

As honourable members will see, my ministry is perhaps the most remarkably eclectic one in this government and its story is a riveting one. When it comes to providing valuable public service you need good people and the appropriate organizational structure, as well as financial resources.

In terms of people, the Ministry of Culture and Recreation has a staff of more than 900 dedicated men and women located in more than 20 communities all over Ontario. They are the primary point of contact with our community partners in the delivery of all our programs all over the province. They do a first-rate job and I know that all honourable members would want to join me in thanking them for the committed work they have performed for the people of this jurisdiction.

In the last year it is my judgement that this work has provided the taxpayer with excellent value for the dollar. It is also my certain knowledge that through the efforts of our expansive customer service program that work has been carried out even more closely to the people whom the men and women of the ministry are employed to serve. We are indeed an accessible ministry.

As some honourable members will know, I have had the privilege and pleasure of being Minister of Culture and Recreation for three years and three months. Any minister's principal associate in the conduct of ministry business is, of course, his deputy minister. When I brought my ministry's spending plans to this committee last year, my deputy at that time was Dr. Douglas Wright. Last November, after almost a decade in the Ontario public service, Dr. Wright accepted an invitation to become the new president of the University of Waterloo. I considered myself most fortunate to have had Doug Wright's counsel, and when the appointment of my new deputy minister, Ward Cornell, who is sitting to my left here, was announced, I considered myself twice blessed.

Mr. Cornell brings with him to the ministry a deep interest in and understanding of the fields for which the ministry has responsibility, a keen and an incisive mind, and a great ability as a public administrator. I know honourable mem-



bers will appreciate the opportunity that these proceedings provide to meet the new Deputy Minister of Culture and Recreation and talk with him.

Recently we made some organizational changes which, I am confident, will help us deliver our public service in an even more effective way. These changes involve our citizenship and culture areas, and they complement the changes we started to make in our sport, recreation and field programs last July.

At that time, I announced the appointment of Mr. Robert E. Secord as assistant deputy minister for sport, recreation and field services. Robert Secord is here. He does not have to identify himself. Everyone knows who Bob Secord is. We wanted improved, continuing, high level contact with the various sports enterprises around the province. We also wanted to be ready to implement the recommendations of the report on sport and recreation of Mr. Douglas Fisher, which we were then anticipating.

On the culture side, our assistant deputy minister is Mr. J. D. McCullough—Mr. McCullough is also present here. He hardly needs introduction, but he is that gentleman who is wearing a blue shirt and who is looking around now and smiling. There, he has just put up his hand. Thank you. Mr. McCullough has assumed responsibility for our heritage and library and community information programs, to go along with the responsibilities he has had over the last number of years for our arts programs.

Public libraries and community information services comprise significant elements in our cultural infrastructure, and it is in this context that these programs have been moved into the cultural division, formally known as the arts, heritage and libraries division.

Honourable members will want to note that the libraries and community information programs have moved into the cultural division from the information access division. When the information access division was established in 1979, there was a clear understanding that it would spend two years as part of my ministry helping to co-ordinate government-wide information access and customer service initiatives.

In keeping with the government's commitment to ensure that its own organization is tailored appropriately to the public services that it is seeking to deliver, further broad organizational arrangements will be made in the government to keep up the momentum.

Continuing with the culture division, it seems

to me that there is particular logic in putting our heritage programs under its umbrella, for those programs are concerned with helping the people of Ontario preserve the record of our culture and enhancing our appreciation of it.

One of the most important aspects of our heritage programming is the three reconstructed historic sites we operate in Ontario. They are Old Fort William at Thunder Bay, Ste. Marie Among the Hurons at Midland, and the historical naval and military establishments at Penetang. We have made these organizations part of the cultural industries branch of the cultural division to better reflect their important culture and tourism implications, while at the same time continuing to sustain the integrity of their historical interpretations.

In the citizenship area, we have changed the name of our division and one of our branches the better to reflect the work we are trying to do.

As many honourable members know, during the last several years the government has made a concerted effort to emphasize two realities: first, the elements, rights and obligations that all of us as citizens of Ontario enjoy, irrespective of our ancestral roots; and, second, those qualities and characteristics which make each of us distinctive. Consequently, the division is now known as the multicultural and citizenship division, and the former citizenship services branch is now known as the citizenship development branch.

Of course, Mr. Chairman, this will all be very strange to you. You have never heard of any of this at all. Correct?

**Mr. Chairman:** Absolutely.

**Hon. Mr. Baetz:** One last point on ministry organization: we have created a new grants administration branch. For the sake of clarity, however, I think we would be best advised to deal with it in greater detail later in this presentation when I discuss the grants of my ministry.

Organization charts are interesting enough but, in and of themselves, they only allude to the real story. The real story is the story of the organization and its people working efficiently and effectively to deliver the programs for which they have responsibility. Permit me to discuss the outstanding accomplishments that the organization and the people that are the Ministry of Culture and Recreation have been able to record in the last year and set in motion for the years to come.

**3:50 p.m.**



The first broad area I want to address is what I would call cultural programming. There are many definitions of the word "culture," but one that I encountered recently best sums up for me those kinds of matters I will speak to in the next few minutes

Culture, according to this definition, is "the integrated pattern of human behaviour that includes thought, speech, action and artefacts and depends upon man's capacity for learning and transmitting knowledge to succeeding generations."

When it comes to transmitting knowledge, the cultural agencies for which I am responsible to this Legislative Assembly play a vitally important role, not only in the life of our province but, indeed, the life of our country.

It has been my practice as minister to ensure that the needs of the agencies which provide service directly to individual citizens are dealt with first and that the needs of the ministry are addressed second. In keeping with the practice I have established in the last two years, I am once again proposing to this committee that it concur in a plan which will, on average, increase our total allocation to our agencies to a greater degree than the allocation to the ministry itself.

The allocation proposed for the Art Gallery of Ontario, CJRT-FM, the McMichael Canadian Collection, TVOntario, the Ontario Science Centre, the Royal Botanical Gardens, the Royal Ontario Museum and the Archives of Ontario would increase their collective budget by 7.8 per cent. The ministry is proposing that its own ordinary budget overall be increased by only 4.5 per cent.

The senior officers of the agencies of the Ministry of Culture and Recreation will be present at these proceedings to go into detail of their operations, should you so desire.

As honourable members know, the Royal Ontario Museum is in the midst of perhaps the single most imaginative and important renovation and expansion program in its distinguished history. We had a detailed discussion of this program at estimates one year ago, and now I would like to take a moment to bring the committee up to date.

First of all, the question of funding. When the ROM planned this program originally, it set itself a goal of raising \$10.33 million from the public directly. As you will appreciate, the climate in which it had to go about raising that money has been a challenging one. Public perceptions of the economy have not been

optimal for major fund-raising and the competition for private dollars to support major new cultural capital undertakings has been intense.

Nevertheless, it gives me great pleasure to tell this committee that the museum has met its goal and that it is now in a position to proceed with the necessary further fund-raising. It has committed expenditures of just under \$50 million and has in hand or committed the same amount.

Honourable members will be interested to know that of that amount, a full \$34.57 million—that is \$7 out of every \$10 budgeted—is being provided by people all over the province through the government of Ontario. I have just committed the government to match another \$3 million of private fund-raising by ROM to complete the construction of the terrace galleries.

The museum, of course, is planning to develop important world-class exhibits during the next generation. In that context, its fund-raising initiatives will be ongoing.

As honourable members will remember, when provincial governments became responsible for all state lotteries, it was agreed that the government of Canada would not contribute to ROM's renovation and expansion program. It would be my hope, however, that at the very least the government of Canada would provide substantial support to ROM as the museum undertakes major gallery development in the balance of this century and into the next.

As far as the actual construction work connected with the renovation and expansion program is concerned, I am happy to report that all is going well. The curatorial centre is complete and the staff of the museum has started to occupy that space. The centre will be opened officially in September, and I would like to take this opportunity to invite all of the members of the committee to join me on that great occasion.

The fundamental renovations of the original museum building are proceeding according to plan. As all members who have walked west along Bloor Street from Queen's Park Crescent will know, construction of the marvellous new terrace galleries is well under way.

When the museum originally announced its renovation and expansion program, there were legitimate questions raised about the need to close most of the plant to the public for 15 months. However, as we see the program unfold, the value of that course becomes increasingly apparent. It is the most efficient and the least expensive path and in the end will have caused the smallest possible amount of inconvenience to the public.

While most of the museum is now closed to the public, I would remind members that the Sigmund Samuel Canadiana Building and the McLaughlin Planetarium remain open. I would also remind the committee that the museum has expanded its external activities, as described in Dr. Cruise's letter to all honourable members at the opening of this Parliament.

It appears clear that the Royal Ontario Museum's renovated and new gallery space will start to open in mid-1982. When it is finished, all of us in the assembly and in this province will be rightly proud of the outstanding job that has been done by the board, the critical volunteer committees involved in the project, the professionals connected with it and the fine crafts people who, with their own hands, are actually turning plans on paper into living reality.

The Royal Ontario Museum's expansion continues into the future. One of the most significant cultural capital expansions in Ontario, the construction of a new Art Gallery of Ontario, is behind us. But even though the new art gallery has been open for six years, the outstanding programs of that institution continue to bring something very special to the people of this continent.

During the last several years, the Art Gallery of Ontario, which offers to the public the highest quality ongoing special programming, has become justly famous for its world-class shows. In 1979, it brought the remarkable Treasures of Tutankhamun exhibition to Canada. In 1980, it provided the showcase for a scintillating exhibition, Turner and the Sublime. And, earlier this year, it brought us the magnificent exhibition of the works of Vincent van Gogh and such other outstanding cloisonnists as Henri de Toulouse-Lautrec.

As most of us know, the insurance costs associated with mounting these kinds of once-in-a-lifetime exhibitions are rising at a breathtaking rate. I am very sensitive to this threatening situation and my staff and I are making an extremely determined effort to ameliorate it.

We were able to provide a special grant to the art gallery to help offset insurance costs for the van Gogh exhibit but, clearly, it only dealt with the symptoms and not the disease. It is inevitable that if our cultural agencies are to continue to bring the people of this province these marvellous special events, the governments of this country will have to establish a national indemnification plan, which is tantamount to an insurance policy.

Such a plan, which is already in place in a number of countries in the world, including England and the United States, offers government guarantees against losses by fire, theft and any other damage to works of art.

Last September, ministers of the governments of Canada, the provinces and territories who are responsible for culture and historical resources had their third annual conference in Toronto. We had discussions about a national indemnification program at that conference and I hope that this year's conference in Quebec City will take us a large part or all of the way to establishing just such a program in Canada.

Insurance prices for special exhibitions comprise only one financial challenge facing such important cultural agencies as the Art Gallery of Ontario. In an inflationary climate, operating costs present unusual challenges. All honourable members heard what my colleague, the Treasurer of Ontario (Mr. F. S. Miller), had to say about that climate in his budget presentation last Tuesday night. The areas for which I have responsibility are no more or less immune to the factors in that climate than any other interest in our province.

It is in that context the Art Gallery of Ontario, its staff and its outstanding volunteer corps, is doing a first-class job of meeting the operating challenges it faces. It is being both sensible and sensitive and, as the minister who reports to this House for its affairs, I can tell you I have been most impressed by the way it is setting out to deal with its particular situation.

As honourable members know, the Art Gallery of Ontario draws more visitors than any other art gallery in this country every year. But members may not be aware that the McMichael Canadian Collection at Kleinburg attracts the second greatest number of visitors annually among all art galleries in Canada.

Right now, that collection is at a very important point in its celebrated history. The board of the gallery, with my concurrence as required by the act, has appointed Mr. Michael Bell as the collection's new director and chief executive officer. I know all honourable members will want to join me in wishing Mr. Bell every success in his stewardship.

**4 p.m.**

Needless to say, he has a tough act to follow, for the collection's founder, Mr. Robert McMichael, has brought to its development a pride and passion that has gone far beyond the normal call of duty and ultimately has placed in the hands of the public a unique and vital national treasure.



ROM, the AGO, and the McMichael collection all have a major role to play in the transmission of knowledge about our past, present and, in league with the Ontario Science Centre, certainly our future.

But when you talk about provincial agencies and the transmission of knowledge, both literally and figuratively, it is only natural that the Ontario Educational Communications Authority should spring to mind. TVOntario has had an exciting and productive year and when we look at the year that has just begun, we see it embarked upon a very important undertaking. I speak, of course, about the major extensions of its network into the Timmins area, the Parry Sound-North Bay area, and the Bruce Peninsula.

When the transmitters are complete and operating later in this fiscal year, they will increase by 271,000 the number of people who will be able to receive all of TVOntario's programming directly off air.

Members will note that \$100,000 additional operating funds are provided for partial-year operation in 1981-82. Members will also want to remember that in addition to this network extension, we have extended to the summer of 1982 the direct broadcast test project with the Anik-B satellite in which people in 43 northern and northwestern communities are receiving TVO's signal directly.

As I said earlier, Mr. Chairman, the agencies for which I have responsibility play an enormously important role in the cultural programming that government supports on behalf of the people of Ontario. But as all honourable members will recognize, it is through my ministry itself that the province's vital cultural institutions, organizations and groups receive the government's basic support.

Among the most important of our cultural institutions are our public libraries, which are supported at the provincial level through my ministry. Our public library system is renowned throughout Canada and many of our sister provinces, most notably Quebec, consider it a model for the country.

Mr. Chairman, we are requesting an increase of 9.3 per cent for our support of local library boards in Ontario. This would raise our funding to \$25 million annually. I should point out that in this one hundredth year of Ontario's library legislation, municipal support of libraries exceeds \$100 million a year.

As honourable members are aware, library boards are municipal bodies established by

local bylaw and the support of Ontario's library system by local municipalities is unexcelled in this country. That does not mean, of course, that we do not have opportunities for improvement. We do, and I hope that by this time next year those improvements will be well on their way.

Last year during my estimates presentation I stated that we would be undertaking a review of our public library program. I stated that the review would include an examination of our funding programs and the legislation that exists in Ontario. I can tell you today the review is now well under way.

The planning and organization phase is complete and we are now conducting public meetings throughout Ontario as part of a data collection and public consultation process. These meetings have been generally well attended and we have received various views and comments regarding public library service in Ontario and, most important, about the delivery of that service at the provincial, regional and local level.

We will be accepting briefs until the end of September. At that point, the information analysis and recommendation development phase will begin. It is our intention that the detailed implementation plan will be developed next summer and a final report prepared for the fall of 1982.

Let me state very clearly the expectations I have placed on the program review.

First, the formulation and statement of a provincial public library policy. Mr. Chairman, at present no province in Canada, and very few jurisdictions in the United States, have a public library policy. I have given my commitment that Ontario will have such a policy. Our policy statement will clarify what our goals and objectives are and define clearly the provincial leadership role, the role of the regional library system in the delivery of library service and our expectations of local library boards.

Second, I expect an evaluation of the current organization and structure of delivery of public library service in Ontario with appropriate recommendations for change.

Third, I expect a recommended design of a public libraries organization in the ministry; fourth, an evaluation of provincial funding support to public library boards; and, finally, a clearly defined corporate and financial accountability. When I announced the Ontario public library program review last September, I stated



that I would implement changes throughout the review process as the need and benefits of those changes became clear.

Turning to the critically important area of the arts, honourable members will appreciate that the government has provided important support to artists and artistic and cultural organizations and institutions for more than a generation. Since 1963, the major channel for provincial funds supporting the arts has been the Ontario Arts Council, particularly when it comes to qualitative judgements concerning support. The arts council is a vitally important arm's-length agency. The budget plan before you proposes that the government's transfer of funds to it increase in 1981-82 by 7.9 per cent to an amount of \$14,641,400.

The impact of the support that has flowed to the arts and culture from my ministry, the arts council and other public bodies is not something that the public at large can measure easily day by day, but there are always distinctive benchmarks of this impact and one of these benchmarks is evident right now. I refer, of course, to the Toronto Theatre Festival which started on May 11 and finishes on May 30. The festival is international in its reach and, for me, it symbolizes some extremely important contemporary truths.

In my judgement, the first element that has to be in place in order for any community to undertake a cultural festival of this stature is the community's own maturity and excellence in the field. Those qualities are manifest in the arts all over Ontario, and I think it can be said fairly that they have developed in part because of a determined and productive partnership among those in the arts, those private individuals and organizations that support the arts with their own time and financial resources, and governments at all levels.

Equally important is the confidence that clearly flows from the development and maturity to which I have referred. In short, the arts in Ontario have patently moved beyond diffident self-consciousness. We have come to the stage where we know we have much to celebrate and where we yearn to share what we know we have.

Onstage '81 symbolizes all of these truths, but it must be remembered that it is, in one sense, only the most recent symbol. Ontario is a province of outstanding performing arts festivals and it is no accident that our historically excellent festivals take place every year in such communities as Stratford, Niagara-on-the-Lake, Guelph and Sault Ste. Marie. I say it is no

accident because people all over Ontario have wanted and have worked for development in the arts. In line with that enthusiastic desire, it has been the policy of succeeding provincial governments in Ontario to support the arts everywhere in our province.

Just last Friday I, along with many hundreds of other people, heard our Premier (Mr. Davis) make a ringing commitment to the arts when he addressed a large group of people who had assembled here in Toronto in connection with the theatre festival.

The magnificent development of the arts in Ontario in recent years has carried with it a frustrating reality. While public interest has never seemed to be higher, the financial challenges facing the arts have never been greater. In my estimates presentation to this committee last year, I talked about the arts challenge fund which we had established to help our major performing arts organizations help themselves cope with sharply rising operating costs. The challenge fund provides \$2 for every new \$1 raised by major arts organizations with operating budgets of \$250,000 or more.

**4:10 p.m.**

I am delighted to be in a position to tell you that 32 organizations have responded admirably to the significant challenges the fund presents. In the last fiscal year, the ministry paid out \$2.2 million in challenge grants. The financial plan you will be considering in these hearings proposes that the ministry pay out roughly the same amount in the 1981-82 fiscal year.

When I came before the committee a year ago, two ministry Half-Back programs had been concluded with a high degree of success. As we sit here today, we are six short weeks away from launching our third Half-Back initiative, this one concentrating on live Canadian performances and mass-market Canadian paperback books.

As honourable members know, Half-Back is designed to increase public demand for the fine work of our outstanding artists. The previous programs have left important legacies to our cultural industries and I know that this year's program will be a major step in assisting our artists and artistic enterprises to achieve greater levels of self-sufficiency.

Speaking about culture and legacy opens up a whole new area of discussion, that of heritage conservation and my ministry's important responsibilities for it.

The older we get as a nation, the more determined we become to preserve the sign-

posts that mark the course of our history. Our province has before it a remarkable clutch of opportunities, but, in some senses, we come from an even more remarkable past. If we are going to seize the future effectively, we will have to have a very certain grasp. That kind of grasp requires a sense of identity and the confidence that naturally flows from it. If we are to sustain that identity and confidence, we will have to know, understand and appreciate whence we come.

In the past year, the heritage programs of my ministry and the initiatives of the Ontario Heritage Foundation, for which I have responsibility, have produced some very fine results.

My ministry will be involved in a crucial heritage policy area in fiscal 1981-82. We will begin a review of the Ontario Heritage Act. In the six years that this act has been on the statute books, it has been singularly successful in helping to create a climate in which municipal governments have been able to stimulate a tremendous amount of activity in heritage conservation. Since 1975, municipal councils all over Ontario have passed bylaws creating more than 115 local architectural conservation advisory committees. Municipal councils have also designated almost 1,400 properties as parts of our heritage.

Since there has been such an extraordinary amount of activity at the local level, I believe the time has come to review the act. We have already received briefs and suggestions from heritage organizations and municipalities.

Our review of the heritage act will be headed up by our new executive co-ordinator in charge of special projects, Mr. Stephen Otto. A number of honourable members will be aware of his deep knowledge of the heritage conservation field and his suitability to this important task. In addition to his responsibilities for the review, the executive co-ordinator, who reports directly to the deputy minister, will also head up my ministry's planning efforts in connection with the province's bicentennial celebration.

In terms of province-wide impact, one of the most significant undertakings in which my ministry was involved during 1980-81 concerned our program of assistance to community museums. This program has been in place since 1953. From a beginning in which it supported five community museums, the field has blossomed to the point at which now almost 220 local museums qualify for support.

Last year, in complete and comprehensive consultation with the men and women in the

museums community throughout the province, my ministry conducted a major public review of the assistance program. During the fiscal year that has just begun, we will be in a position to announce a new community museums policy. The policy will acknowledge the outstanding community museums base that has been built in this province and will be directed at enhancing the already substantial excellence and quality of this base.

As honourable members know, the archives of Ontario comprise a significant element in the government's efforts to help preserve our province's heritage. The archives, with entire justification, have a reputation for first-class treatment of documentary materials. That reputation was acknowledged implicitly in 1981-82 when the late John Fisher and the estate of the late Conn Smythe chose to deposit with the archives the personal and professional papers of those two very distinguished gentlemen.

I have dealt at some length with one important aspect of my ministry's mandate concerning culture. I would now like to turn to other fields, the critical fields of multiculturalism and citizenship. As I suggested earlier, my ministry, as directed by our act, has a basic responsibility to promote full, equal and responsible citizenship with recognition of the diverse traditions and backgrounds of all of Ontario's people. It also has a responsibility to ensure that all the people have access to the benefits of citizenship and a respect for their obligations in this regard. The ministry assumes this responsibility in a number of ways that have produced important results in the year just passed and that promise to produce equally important results in the year that has just begun.

As honourable members know, government services for Ontario's native people are provided by both the government of Canada and the government of this province. The provincial government takes its responsibility in this area most seriously. My ministry's native community programs comprise only one facet of its efforts.

In recent years the native leadership in Ontario has been clear on the subject of the kind of government assistance that will be most fruitful in the long term. That leadership has asserted on a number of occasions that lasting results are required in the native community's effort to become more self-sufficient. In that spirit, in the 1980-1981 fiscal year my ministry established an economic development consultant's position and entered into an agreement with the Federal Business Development Bank to provide coun-



sellors to small native businesses. In 1981-1982, we will continue to offer human and financial resources to help the province's native communities to develop themselves economically.

When it comes to providing support for programs that are concerned with the whole range of the pluralistic roots of Ontario's people, my ministry and this government depend heavily on the inventiveness and energy of the hundreds of community groups all over the province that are dedicated to human sharing, harmony and understanding.

In the spending plan before you, there is an intent to increase by 12.6 per cent the financial resources that the ministry transfers to community groups so that they may conduct intercultural programming more readily. At the same time, this plan prescribes that the ministry focus its own resources on the development of program materials rather than the direct delivery of services.

Sharing resources is basic to any effective partnership, and having partners plan their enterprise together is equally basic. With that in mind, it gives me great pleasure to inform this committee of a highly successful conference that was held just a few weeks ago. The working title for the conference was The Division and the Community, division referring to the division within my ministry. The conference produced a good deal of food for thought in terms of how the ministry, the division and our community-based partners might offer each other even more effective mutual support. More important, it opened up whole new channels of communication which will stand the partnership in very good, long-term stead.

The conference made it clear that we in the Ministry of Culture and Recreation must accelerate our efforts in the interministerial area so that all provincial ministries and ethnocultural groups will be brought into closer touch. The conference also seemed to reinforce the emphasis that the ministry is placing increasingly on the participation of ethnocultural groups in broader community life. It also underlined the need to continue our emphasis in promoting contact between older established communities and some of the more recently arrived groups.

**4:20 p.m.**

The largest group of new arrivals to Ontario is composed of refugees from the Pacific Rim. My ministry has played the lead provincial role in this historic resettlement of the boat people. As I told the Legislative Assembly on April 30, the effort by the people of this province to assist in

this resettlement during the last two years has been magnificent. In 1981-82, my ministry will continue to support fully that excellent work.

One important footnote on the newcomer services that the ministry helps to provide is that last autumn Ontario Welcome House opened at its new location at Dundas Street and University Avenue in Toronto. It was our hope that this location would make Welcome House more accessible, and I am happy to report our hopes have been fulfilled.

Irrespective of our ancestral roots and the length of time that any of us have lived in Ontario, most of us at some point seek to take advantage of the outstanding recreational and sporting opportunities so abundant here. My ministry has the major provincial government mandate for assisting in the creation and sustenance of these opportunities. In January 1980, I commissioned a study on the role that my ministry has played in the fields of sport, fitness and recreation and the role that it might play in the future. The study was undertaken by Mr. Douglas Fisher and his report was submitted to me last November. I would like to take this opportunity to say once again how impressed I am with Mr. Fisher's perceptions and with the detail and clarity of his recommendations.

Within the ministry we have isolated some 27 specific recommendations, many of which have subrecommendations. At the present time, we are engaged in either taking the action that was recommended or in doing more detailed analysis of the potential consequences of these recommendations. I have assured Mr. Fisher, and I now assure members of this committee, that this is one report which will not reside on a shelf in some office. I am personally committed to the improvement of the quality of life of all Ontario residents. It is in this context that I will pursue the implementation of as many as possible of the report's recommendations.

A recommendation that particularly promises to pay important long-term dividends is one which calls for a sharper focus on the development of leadership skills for voluntary community recreation groups.

In the field of recreation, the last year has been a highly productive one for the ministry and has set into motion some initiatives that have important implications for the future. I am pleased to be able to report to this committee that in 1980-81 the relationship between the ministry and the several recreational organizations in the province was significantly enhanced by the formation of the Parks and Recreation

Federation of Ontario. That federation consists of five large provincial recreation associations. It now meets with me four times a year and with my officials once a month.

I have constituted that federation as my advisory committee on matters pertaining to recreation. It provides our policies and programs with very welcome input from those important men and women at the local level that our services and resources are designed to support. Our relationship with this organization, the PRFO, has been very beneficial and the federation now intends to extend its membership in order to be even more representative of recreational organizations in the province.

One of the very important recommendations the federation made is for me to consider convening a conference to focus on the importance of community recreation. I have considered it and concluded that it is an excellent idea. Therefore, the minister's conference on recreation is being organized right now. It is scheduled to be held in Toronto October 5 to 7. I hope members of the committee will accept the invitation I am extending now to join us. It promises to attract some 800 delegates from across the province and to provide some excellent guidance for all of us involved in the field as together we plan our recreational initiatives for tomorrow.

In the field of sport it is the policy of the government to help to provide, mostly through the province's sports governing bodies, opportunities for those who want simply to participate and for those who have both the skill and desire to excel. When it comes to participation, hockey has attracted more attention traditionally than any other sport in this province. Honourable members are well aware of the major initiatives that the government has undertaken to help ensure that the quality of hockey experience for our young people is as positive and healthy as it can possibly be.

I would remind members that these initiatives have been taken, and are being taken, through organized hockey. It has been my view that if there is going to be a meaningful change in the game that change will have to come through the game itself and the people in it. It is in that spirit that the Hockey Ontario Development Committee has been supported by my ministry. I am happy to report that HODC has appeared to make a strong start in its important work and that the government continues to have close contact with it.

As far as high-performance athletics are con-

cerned, my ministry has taken some important initiatives in terms of athletes, coaches and facilities. Our Ontario elite athlete assistance program has been in operation since 1977. Grants totalling more than \$400,000 annually have flowed through this program to assist athletes to cover education, training and competition expenses as they have sought to raise their performance to internationally competitive levels.

The development of special training facilities comprises a second important thrust in our efforts to assist elite athletes. Two weeks ago the federal sports minister and I jointly announced the establishment of a special training facility for sprinters at the Metropolitan Toronto Track and Field Centre at York University. This special centre has been set up as a pilot project. We all anticipate it will have a major positive impact on the performance levels of our national track and field teams.

The project is being supervised by Master Coach Charles Francis. Other master coaches in the province are just starting to be exposed to our very important elite coaching assistance program which we launched at the close of the last fiscal year. So far, we have committed \$444,000 to support the training of 70 elite coaches in 12 sports. The spending plan before you anticipates the dedication of an additional \$250,000 in this new fiscal year to involve another 30 coaches in five new sports.

The special training of 100 elite coaches in 17 sports will have an enormous impact on high-level athletic performance by Ontario's young men and women for a generation. The program promises to play a central role in the development of world-class athletes. I should point out, incidentally, that roughly 40 per cent of the members of Canada's various national teams have come through the Ontario system.

I have to think back only a month or so to recall the time when I had the pleasure of meeting one such athlete, Steve Podborski. Steve was chosen as Ontario's amateur athlete of the year for 1980 by a panel acting for my ministry's annual sports award program and banquet. Their choice spoke to his gritty comeback from injuries in 1979 to a third-place finish in the Olympic downhill at Lake Placid. While our hopes may have been high, little did we know what that would portend for his spectacular World Cup season this past winter.

Steve Podborski was not the only Ontario athlete who made a powerful impact on the international sporting scene last year. Ontario



athletes with physical disabilities, who have been consistently competitive internationally, put on a simply spectacular show last summer at the Olympics for the Physically Disabled at Arnhem, Holland.

Canada placed fourth at Arnhem. The country ranked first in the world in the amputee category, winning 70 medals. Ontario athletes accounted for 44 of those: 22 gold, 14 silver and eight bronze. In the blind category, Canada placed fourth in the world with 37 medals. Ontario athletes won nine of these: four gold, three silver and two bronze. In the wheelchair category, Canada placed ninth among the 30 countries competing. Canadian athletes won 27 medals and, of these, Ontario athletes won two bronzes.

This stunning record of achievement by athletes and volunteers speaks with crystal clarity to an enormous contribution being made by Ontarians and Canadians to their province and their country.

My ministry has a number of programs devoted to competitive opportunities for disabled athletes. We have been involved in the staging of the annual regional and provincial Ontario Games for the Physically Disabled for the last six years. This year the provincial games will be held at Burlington July 9 to 12. The national championships will be held in Scarborough August 23 to 30.

#### **4:30 p.m.**

My ministry has been involved with recreational and cultural opportunities for all Ontarians, able-bodied people and disabled people alike, since it was created in 1975. The committee will appreciate that we have a particular interest in programming for this calendar year, 1981, the International Year of Disabled Persons. The provincial and national games for physically disabled people will comprise major sporting competitions this summer. They will constitute two acts of a three-act play that could well be entitled, *Ontario: The Year of the Games*.

The third act is the Jeux Canada Games scheduled for Thunder Bay. The first of Canada's national games were held in 1967. This marks the first time that they have come to Ontario. Needless to say, the government and my ministry have a significant involvement. First, Ontario is the host province. Second, members of my ministry's staff will serve as mission staff for the Ontario team. Third, my ministry has invested a considerable amount of money in these games—\$4.5 million for capital construction and \$1 million for operations.

I should point out that support for the games comes from both provincial and federal levels. The games themselves are run by the Jeux Canada Games organizing committee which is composed of representatives from all levels of government and, most important, from the local volunteers in Thunder Bay who are investing a huge amount of time and considerable talent to make the games a success.

When the games are over, Thunder Bay and the northwestern Ontario region will be left with some important legacies. First, more than 400 men and women from the northwest actually will have had the important experience of officiating at a set of games run according to internationally rigorous competitive standards. Second, scores of men and women will have been actually involved in helping to organize and operate the smashing cultural festival that is running through this calendar year in connection with the games; and, third, upgraded sports facilities.

This last point involves the provincial government's biggest single financial investment in the games. Yesterday the Jeux Canada Games complex at Thunder Bay was officially opened. It will house the spectacular new world-class swimming and diving facilities that have been developed for the games in the short term and for the training of aquatic athletes in the longer term.

The Jeux Canada Games complex is only one important cultural and recreational capital facility that my ministry has been involved with over the years. Our capital grants programs, largely funded by the proceeds of the lotteries owned and operated by the province, have played a major role in helping to change the face of our province. Needless to say, the very existence of these programs depends absolutely on a well-managed Ontario Lottery Corporation.

The Ontario Lottery Corporation operates four lotteries in the province: Wintario, Lottario, the Provincial and Super Loto. Wintario and Lottario are uniquely Ontario lotteries. The Ontario Lottery Corporation Act earmarks the proceeds from them for cultural and recreational purposes. The other two lotteries—the Provincial and Super Loto—are operated in every province in Canada for the Interprovincial Lottery Corporation. In Ontario, they are operated by the OLC.

In 1980-81, the OLC's gross sales were \$490 million and its net profit was \$149 million. I would point out that these figures reflect a full year of both Super Loto operations and Wintario

as a weekly draw rather than every two weeks. I believe that the performance of the Ontario Lottery Corporation since its creation has been a source of pride for the people of Ontario.

Some members have expressed concern about what they consider to be aggressive marketing techniques. We must bear in mind the intensely competitive environment in which this corporation is operating. In addition to state lotteries, we also have operating other quite sophisticated and more active lotteries which employ far more intensive advertising pressure. This is not a rationale for the corporation's advertising policies. However, I am satisfied that the Ontario Lottery Corporation has adopted an appropriate level of marketing activity and is managed with the integrity that the people of this province require.

Last year I discussed with this committee my deep concerns about federal-provincial relations in the lottery field. I still have concerns about the government of Canada's stated desire to return to the field. In the short term, I do not anticipate that the federal Minister of State for Sports, Mr. Regan, will be taking any initiatives. However, I believe this situation requires constant monitoring. Officials of the Interprovincial Lottery Corporation are keeping abreast of developments at the federal level.

As I said before, the Ontario Lottery Corporation's activities have enabled my ministry to do a great deal of valuable work in the province during the last six years. Since September 1975, my ministry has paid out almost \$214 million in capital grants funded by the proceeds of the Wintario lottery, and a further \$80 million in smaller program grants.

It is important to re-emphasize that the capital grants are rooted in the principle that the government will help a community with the construction of community facilities but will not undertake that construction all on its own. There has to be a need and an interest expressed by the community for a project that the community itself is willing to support. Such capital grants on average amount to about 34 per cent of the cultural and recreational capital construction value in which they have been involved. In other words, the \$214 million represents an involvement in \$630 million of construction activity on 4,344 projects which have created thousands of jobs.

The capital program funded by Wintario was suspended at the end of 1978 so that we could conduct a capital priorities review and, in consultation with the people of the province,

determine our future direction. The review was finished in the last part of 1980. I had the pleasure of announcing our new Wintario capital grants program last January.

This new program, which essentially was opened up to new applications at the beginning of this fiscal year, emphasizes renovation and adaptation of existing facilities and places an accent on energy conservation. As new applications for Wintario capital grants flow in for the payment beginning next April 1, we are examining with great care proposals which speak clearly to essential community needs and demonstrate that the community will have the capacity down the road to maintain the facility which our grants might help to build.

As I suggested earlier, my ministry has been particularly sensitive to the needs of disabled people from the beginning. In the original Wintario capital program, millions of dollars were invested to make cultural and recreational facilities more accessible to disabled Ontarians. It was no accident that when I announced the new Wintario capital program I said that we were opening up for business immediately in respect of projects designed to provide such access for the disabled.

The spending plan you have before you proposes that the Wintario capital grants program pay out a total of \$36 million in the 1981-82 fiscal year. Of that, \$5 million will be paid out to new projects designed to provide greater access for disabled people and \$31 million will be paid out to meet commitments under the old program. The special access provision speaks to our historic and ongoing commitment in this field. It also helps to underline the important initiatives that the government as a whole has undertaken in this international year.

While capital grants have represented the largest allocation of Wintario proceeds over the years, my ministry has also run a very worthwhile and far-reaching activities noncapital grants program. These grants, called Wintario program grants, help community organizations to undertake special activities which they might not otherwise be able to finance.

In 1980-81, Wintario program grants took an important evolutionary step. After extensive consultation with various individuals and organizations, we decided together to direct these grants towards helping community groups become more self-sustaining. We started forging partnerships in audience development, fiscal development, organizational development and so on. The new design proved to be both popular and



effective. In the spending plan before you, we propose to pay out \$13.5 million in Wintario program grants during this year.

While much of that money will be directed towards the developmental features of which I have spoken, some of it will be earmarked for special initiatives. Once again, in recognition of the International Year of Disabled Persons, two program grants categories have been established, one for leadership development for self-help groups and the other for special projects during IYDP.

**4:40 p.m.**

Beyond that, a special nonmatching grant of \$350,000 is being paid to the 1981 co-ordinating committee of the Ontario Federation for the Physically Handicapped. The committee will use those resources to hire staff and, over an 18-month period, to provide free guidance and resources to all community groups which want to heighten their awareness of disabled people and programming in connection therewith.

In order to administer all of these important lottery-based capital and program grants in the most effective way, we have established a grants administration branch in the ministry. I think that organizational evolution will be very useful to both our clients and the ministry's staff.

Mr. Chairman, I have taken a good deal of the committee's time with this opening presentation. As I told you when I started my remarks, my ministry is fascinating and eclectic. I think it does tremendously important and valuable work with and for the people and communities of Ontario. I hope and trust that you share my judgement.

I would like to thank you and the other members of the committee for your gracious attention. I look forward to the balance of these proceedings.

**Mr. Chairman:** Thank you, Mr. Minister. We will now listen to the comments on your remarks from the opposition critics.

**Mr. R. F. Johnston:** Before we do that, I would suggest we might consider that a special grants program be set up within the ministry itself on the art of the precis as a means of shortening the remarks.

**Hon. Mr. Baetz:** You find it difficult to listen to good news. Is that it?

**Mr. R. F. Johnston:** I was surprised that you did not take personal credit for Podborski's downhill wins.

**Mr. Chairman:** It seems that traditionally we have been quite flexible with regard to time.

There are two opposition critics from the Liberal side, Mr. Edighoffer and Mr. McKessock. Mr. Di Santo says he is part-time critic for the New Democratic Party. Would the two Liberal speakers please allocate their time so as to leave Mr. Di Santo approximately the same amount of time? We will start with Mr. Edighoffer.

**Mr. Edighoffer:** Thank you, Mr. Chairman. I congratulate the minister on his lengthy remarks. I am glad he stayed up late nights over the weekend to prepare this very comprehensive report of the ministry.

Mr. Chairman, as you stated, there are two critics in the Liberal caucus. I suppose I have been chosen to be the critic of culture and the arts because the great arts centre in Stratford, Ontario, is in my constituency. I cannot, of course, miss the opportunity to speak about that. My remarks will not be too lengthy. I hope they will be short enough so that Mr. McKessock and then Mr. Di Santo will have time to follow with their comments.

Let me say a word of congratulations to the new deputy minister. I have known his name for quite some time as we were both closely connected with the same private school at one point. I am not certain whether he really participated in any of the Gilbert and Sullivan productions at that place, but I know he had the opportunity to do so. I congratulate the deputy minister on his appointment. I hope he enjoys it.

I shall begin my remarks with a few words on the role, as I see it, of the government in the field of cultural development. I want to underline that we believe a healthy and flourishing cultural life to be an essential component of the modern state and that it should not be viewed as secondary, irrelevant or elitist. Our country and our province must view the development of sound and effective cultural support policies in the same way as social, health or transportation policies are viewed, that is, as essential to our lives.

In principle, we believe there should be as little government interference as possible in the field of cultural development. Government cannot and must not act as the controller of cultural expression. This principle does not mean, however, that government does not have a positive and necessary role. The key aspect is to ensure that government is supportive of cultural development without becoming a suffocating and bureaucratic presence.

It seems to me that there are two fundamental reasons government should assist in our cultural development. The first relates to defining our-

selves, to searching out who we are, where we came from and what we want to be. Our cultural life can serve as a reflection of Canadian and Ontario life. Through various government cultural support programs, groups and individuals can be assisted throughout the province to tell us something of ourselves. Without the government's involvement, much of this necessary activity would not take place.

The second reason is that a vibrant, cultural life means jobs and more economic activity. We all too often forget that such major cultural institutions as the Stratford Shakespearean Festival, the Toronto Symphony Orchestra and the National Arts Centre, among others, have a spinoff effect in terms of jobs and tourist dollars. If all the related impacts of cultural activity could be noted, I suspect that the total amount of dollars raised would more than cover the government's subsidies and grants currently expended. In short, cultural activity not only helps us develop our national, regional and ethnocultural identities, it also provides a boost to our economic development.

At the base of our cultural development policy is the concept of access. Surely we can lay to rest the view that culture is for the elite; it is not. Government programs have helped increase not only the audience, but what is perhaps more important, the participants in cultural activities.

In identifying government's role in promoting access, I must stress that community cultural activities, such as local theatre or orchestral groups, should be allowed to develop naturally. Government's role is to support and assist, not to control or to force the pace of cultural development. The balance is at times hard to maintain, but this principle is, I believe, very important.

In this context, it is equally important for our cultural development that the school system provide a vigorous cultural program. We have long accepted the importance of sports programs, but only in recent years have we really accepted that there is an important place as well for cultural development in the schools. The more we do of the latter, the better our chances of forming a people with a strong sense of pride and confidence in who they are and where they are going.

As local cultural activities flourish, government can play a very useful role by travel grants to send groups and individuals to various parts of the province, by bringing major cultural shows to communities throughout Ontario and

by working with the different cultural associations by means of training programs for individual artists and groups. These are just a few examples of how government can assist and is assisting.

In my view, a cultural policy based on the principle of access serves the development of both professional and local community cultural groups and artists. Greater access can ensure that each community has an opportunity to develop its own cultural patterns. At the same time, greater access develops a larger audience for all cultural activities.

I suppose it is fair to ask, however, if these ideals can be upheld at a time when cultural sponsorship is being undermined by a shaky economic climate. Governments at all levels are re-examining spending priorities. It is obvious that a general commitment to cultural activity is losing financial and moral ground to those sectors that are perceived as being more immediately essential, such as health, education, industry and so on.

To me, the mood is conservative. Politicians and the public alike are demanding guaranteed and safe investments. Often cultural groups do not know from one year to the next what support, if any, will be forthcoming. It is, therefore, reasonable to impose no greater restraint on cultural spending than on other government expenditures at times when difficult cutbacks must be made. This kind of assurance, if it were adopted by the province, would protect culture budgets from being pilaged every time the government has to set its accounts straight in other spending sectors.

I would also suggest that a stronger stake in government funding could be achieved by demonstrating just how important certain cultural activities are for Ontario's industry and tourism. My party has suggested that the tourism half of the existing Ministry of Industry and Tourism be joined to the Ministry of Culture and Recreation. In our view, this would help to underline more clearly many of the significant and positive economic impacts of various cultural industries and cultural centres of excellence. Much more needs to be done to underline how cultural activities bolster our economy.

I believe the public would be more favourable to government financial assistance to the cultural sector if we could show more clearly how that sector helps to provide not only cultural enrichment, but also jobs and a growing economy. At the same time, I would urge cultural organizations and associations to develop alter-



native funding sources. It is not unreasonable, for example, to attach to startup grants a schedule for phased government divestment. In my view, government should not act as the sole funder for cultural activity. It is critical that we work hard to encourage local financial support for the cultural activities that take place within a given community.

I realize that economic realities define most of today's priorities, but I also feel that a guaranteed level of provincial support can stabilize and help to maintain a viable cultural climate. Effective intergovernmental co-ordination can also provide greater stability for cultural organizations. There is a need for more meaningful consultation among the federal, provincial and municipal government bodies responsible for cultural policy. One step which should be taken is to try to eliminate as much duplication and overlapping as possible with respect to both government programs and funding. Any cutback at one level of government leads to pressure on the other level to increase its financial support. This state of affairs only increases uncertainty and confusion. In effect, cultural groups end up spending too much time chasing funds at the expense of their original creative purposes.

I might say here that Stratford is in its twenty-ninth season. They have had a little trouble over the last year, but I think they are finally getting around to finalizing their twenty-ninth season. Probably what has happened has brought the festival and the people in the community still closer together. I do recall, however, that there was a question in the House one day about the artistic direction of the festival, and it seemed to me that the minister was trying to paraphrase Shakespeare in his answer when he said, "Methinks there is something rotten in the state of Stratford." That came back to me many times, and I do not think it really helped the activities of the Stratford Festival.

Things seem to be going well, however. We have a new artistic director who has been quoted recently in many of the papers. He is, I suppose, looking for more funds for the festival. He is saying we have to realize that we have to pay these actors reasonable amounts of money. In fact, I think in one of the papers he said running Stratford was like running a monastery on 42nd Street. But things look good and I think we are going to have a good season there.

There are a few other areas. I was glad to hear the report on the Royal Ontario Museum. I

know last year there was great discussion about why the Royal Ontario Museum could not use its extension services more extensively. I notice that the briefing book says, for goodness sake, the museum is going to give us three more travelling exhibits while it is closed. It does not sound too extensive, but I hope that in the next year and a half something further will be done to make it more accessible to the people in Ontario because it is the Royal Ontario Museum.

In the same vein, I was looking at the comments in the briefing book on the Art Gallery of Ontario. As you know, the act which changed the Art Gallery of Toronto to the Art Gallery of Ontario says the gallery is supposed to cultivate and advance the cause of visual arts in Ontario. As one looks down the page a little more, one sees that in 1979-80 it circulated 32 exhibitions to galleries, museums and smaller centres, but in 1980-81 it reduced the number to 26. In 1979-80, it assisted artists with their work programs, which sent artists to 24 Ontario communities, but it appears that is now being further reduced.

We have talked about the need for extension programs. I wonder whether this is being cut back further and what authority the minister has to make sure the people of Ontario still have the opportunity to see the visual arts throughout the province.

I guess we are going to have a policy on museums sometime in the future. The briefing book says that the library review is well under way, that the arts challenge fund is being used and that multiculturalism is alive and well.

As one of my last comments, I think the report from the standing committee on procedural affairs on the Ontario Lottery Corporation should be put on the record. I know the minister made comments about the operation and the advertising of the lottery corporation, but a committee of the Legislature reviewed the corporation last year and felt very strongly that it wanted to make some recommendations for changes or at least indicate areas where change should be considered. I just want to take a moment or two to put that on the record because, from the comments the minister made, I feel he is quite satisfied with the way lottery advertising is handled.

This is from the report: "The corporation, it would be fair to say, has one single purpose, and that is to do all it can to maximize revenues." The recommendation from the committee on procedural affairs is as follows:

"The committee, in reviewing the lottery

corporation, was struck by the fact that the corporation, in pursuing its goal of maximizing revenues, may have gone beyond the initial purpose of the corporation, which was to provide an Ontario alternative to foreign and other Canadian lotteries. The latter, it was feared, would draw money away from Ontario for the benefit of other jurisdictions. A lottery game in Ontario, it was believed, would end that drain.

#### 5 p.m.

"In a sense, the Ontario Lottery Corporation had a defensive purpose. The committee has the strong impression that the defensive posture has been exchanged for an offensive one. In pursuing its aggressive market strategy, the corporation naturally places emphasis on advertising the entertainment values of its games in order to make the participation by consumers as pleasurable as possible.

"The committee is of the opinion that this type of aggressive marketing may instill socially detrimental values in the lottery corporation's players. The committee frankly wonders whether the corporation is not subtly promoting a gambling ethic and raises the question of whether governments should be participants in such promotion."

The recommendation from that committee is that "the lottery corporation review its aggressive marketing policy to determine whether it is in the public interest, and that once this review has been completed the Ministry of Culture and Recreation table the review in the Legislature."

There is more there, but I think that is the general idea of the recommendations. I hope the minister will take another look at that.

Earlier I said that spending by government in cultural activities should be kept up to date with spending in other ministries. When I look at the budget the Treasurer (Mr. F. S. Miller) presented last week, I find the estimated budget for this ministry is \$203 million for 1981-82 while the interim budget for 1980-81 was \$204 million. I cannot see that we have really increased the budget as I feel it should be increased.

I look forward to vote-by-vote discussion on different items. I will now turn it over to Mr. McKessock who has a few words on sports.

**Mr. McKessock:** Thank you, Mr. Chairman. I suppose there are several reasons why I was chosen as critic for the Liberal Party for sports and recreation. One is that there are several large skiing facilities in my riding: Blue Mountain, Talisman and Georgian Peaks. Skiing is not only a big sports attraction in the riding, but

also an industry as well. They plan to spend several million dollars over the next few years and they have spent several million dollars in the past. We also have harbours at Meaford and Thornbury where there is a great deal of boating, sailing and fishing. The Niagara Escarpment runs throughout the riding and sports fishing in its rivers is another big attraction of the area.

Besides that, sports has been a big part of my life, more so in my earlier years. During high school I played hockey and I also played organized ball for 20 years. I always hoped I would become a professional ball player rather than a politician or a farmer, but that is probably what most of us hope in our younger years and it does not always happen. I really hated to give up any of those things. I remember the coach coming out to me on the mound one day and saying he thought he would take me out. I said, "Why? I'm not tired yet." He said, "No, but the fielders are."

So I had to turn a little more to agriculture to support myself as I noticed I was not going to make it in professional ball. But it certainly was an important part of my life and I think it should be an important part of every young person's life—older people as well, but especially the young people in Ontario. I certainly have always done everything I could to encourage participation in sports, team sports especially, because I think one learns from team sports to get along with one's fellow man, how to work and play together. I know it helped me during the years I was playing as well as in adult life later on.

I have found the Ministry of Culture and Recreation to be good to work with. Although I am pleased to be a critic in that area, I have never been too critical of the ministry. I might be critical of the minister now and again. I have found he plays fairly fair ball except when he is playing politics. At PC nominating meetings, especially in my riding, I have found him away out in left field where he made a lot of blunders and a lot of errors. But the March 19 election straightened that out. Any curves that were thrown at me were straightened out at that time and I think it rewrote the rule book for the minister.

I notice the ministry budget is \$202 million. After being the critic for Agriculture and Food, that budget does not seem too bad to me. I was not aware that more was spent on culture and recreation than on agriculture, but I guess there are very few ministries where less is spent than



in the Ministry of Agriculture and Food, unfortunately. I still have to go back to agriculture to make a living, so I thought I would put that in.

Facilities throughout the province have certainly improved since Wintario was started. In my riding alone we have had 10 or so new arenas and community centres in the last few years which have been a welcome addition to our sports and recreation facilities. Although we had considerable help to build these, which was necessary, I look at some of them now which have deficits and feel that it may be essential to give them a bit of assistance to help maintain these facilities as time goes on.

Some of them have better financial bases than others and are not having a problem, but some of the smaller communities just do not have the volume, without overtaxing the parents and the kids, to make these facilities run in the black. The municipalities are picking up the deficit tab, but they are finding this a little difficult at times too. As this Wintario funding continues, I think we should look at maybe giving so much per hockey player or figure skater or whatever, that could be attributed to whichever arena he or she is participating in, to assist those arenas to stay in the black.

The minister opened with a very lengthy statement. I am new in this area as far as being a critic is concerned, but as I looked over some of the reports I noticed that a lot of lengthy statements have been made in the past. There was a research report put out by the Ministry of Culture and Recreation on physical activity patterns in Ontario. It seems a lot of these reports come out, but I am not sure what happens with them. There are a lot of words, but are we really getting the action we should from these reports?

In the report on physical activity patterns in Ontario, under acknowledgements on page one it says, "The data collection and computer analysis of the raw data were carried out by the Canadian Gallup Poll Limited." Is this a federal poll you did a report on, or is this a report from a report kind of thing?

**5:10 p.m.**

On the next page, where it gives some cautionary notes, it says: "Due to the size of the sample, some of this report may not be too significant." I would say it is too big a report not to be significant. Maybe the minister can comment later as to why that report was done and what action is going to be taken as a result of the report.

Another area I have looked at, and the

minister alluded to it in his speech, was the Douglas Fisher report. He also talked about many shelved reports. On page 73 of his report, he speaks of Ontario Sports Plan '76. He says that the idea of Ontario Sports Plan '76 was to come up with the best possible plan for the organization and development of sport in Ontario. The report says: "Over a 15-month period, several hundred people were involved in scores of meetings. There were hundreds of hours put into drafting ideas on to paper, and all of it was shaken down into an interesting document which moved to a conclusion in a huge flow chart depicting a model structure for sport in Ontario."

Then it goes on to say: "In 1976, when the plan was turned over to the minister of the day, he expressed enthusiasm and the intention to proceed with the implementation of the plan. Instead, the plan was pigeon-holed. Pigeon-holing of Ontario Sports Plan '76 was mentioned to us again and again as an example of wasted endeavour and poor provincial leadership."

One other thing I noticed Mr. Fisher mentioned was the problem of having people involved who were not sports participants. This is one reason I am interested in this area of criticism. I have been a sports participant for many years and certainly understand sports and recreation. Mr. Fisher's report says: "The plainest answer to that question seems to be that at the level of the minister himself other matters of considerable complexity and difficulty were his priorities in the months following the delivery of the report, and at the senior bureaucratic level, none of the people had any real familiarity with recreation or sports as participants."

When choosing the bureaucracy for a sports division or any division of a ministry, it certainly is important that they should be people who have been participants and who understand the topic of the day and what they are talking about and what is best for that area.

The minister mentioned that he was going to look at the Douglas Fisher report and maybe do a more detailed analysis. Again, is it that we are going to have a more detailed analysis or are we going to have some action or some solid result from that report?

Throughout the estimates I would like to discuss with the minister the role played by his ministry in the field of sports and recreation in the province. It is an area in which participation by all three levels of government is quite evident. Are the roles of the different levels of



government clearly defined? If so, how does the minister view the involvement of the provincial ministry?

Last year the ministry released a report on violence in minor hockey. The recommendations contained in that report were, for the most part, very desirable goals for the sport of minor hockey. In reality, however, the application of these recommendations raised some serious questions. For example, while everyone agrees that more time should be spent learning and practising the sport, we must realize that ice time is very expensive and costs would have to be met by the individual team. This gets back to what I was talking about on the subject of costs earlier.

Another recommendation called for all coaches to be certified. While that is obviously desirable, it may be impossible. If a smaller community simply does not have a qualified coach, does that mean the existence of its team would be threatened? I would like the minister to give us a follow-up on the report and its recommendations.

In the area of international competition, what is the role of the province in assisting athletes from Ontario? Do we leave the financial side of such competition to the federal government, or does the Ontario government assume some responsibility in assisting the provincial athletes who are representing our province and our country in other parts of the world? I might just mention to the minister that the provincial Ministry of Industry and Tourism promotes the province through its own trade offices, not through the federal government, all over the world.

In light of recent movements by this government to reduce spending, I would like to know what incentives, if any, this government provides to private companies to underwrite the costs of sporting events in Ontario.

Finally, I would be interested in the minister's comments on the possibility of a domed stadium in or near the Toronto area. Given our climate, it would seem to be a logical addition to this province's recreational facilities, particularly if we are ever to achieve international year-round recognition in the sports and recreation sector.

As the critic for the Liberal Party for sports and recreation, I will endeavour to play ball with the minister. I will not throw any curves—my days of throwing curves are over—but I will try to come into the area of being another coach, trying to point out to him the correct way and bringing to his attention any errors he might

happen to make along the way. I look forward to working with the minister and the ministry and various sports and recreation committees in the days to come.

**Mr. Chairman:** Mr. Mc.Kessock, I saw Mr. Second eyeing you as a possible candidate for those 100 coaches the ministry will be training in the future. It may be an offer that will not be refused.

Mr. Di Santo, we have about 35 minutes or so for your comments.

**Mr. Di Santo:** Mr. Chairman, while I was listening to the minister and his rosy report, I was thinking about the Fisher report that Mr. McKessock mentioned and also about what has been happening during the last year and all the problems we have had with the Ministry of Culture and Recreation, mostly because of, as Mr. Fisher points out, a lack of policy in this ministry.

We have seen that lack in the area of sports and fitness. I thought the minister would give a more elaborate answer to the report because I consider that to be a very in-depth analysis of the operations of the ministry in that area. I think the only reference the minister made was that he is going to organize a conference in October and will strengthen the liaison with the Parks and Recreation Federation of Ontario. If I understood him correctly, he said that he is interested in developing leadership skills for voluntary organization groups.

What Mr. Fisher said is much more important, and it requires more than an ad hoc intervention from the minister. As he points out, the real problem is that the minister is responding with an ad hoc mentality. That was the impression he got from talking to the Ontario Municipal Association, to the local groups, to French-Canadians and to the handicapped.

**5:20 p.m.**

The ministry is seen from outside as inaccessible and insensitive with many bureaucratic complexities. The ministry parachutes initiatives on to the communities without process of consultation with local groups. The approach is ad hoc and lacks general policy in that many organizations are competing for the same clientele. It also lacks direction and definition of roles.

Mr. Fisher also points out that the funding arrangements are confusing because of the bureaucracy of the ministry and because the sources of funding are several—federal, provincial and municipal. This also affects the cultural

area. We know how confusing it is to apply for a grant to the ministry because of the many agencies and complex regulations which are involved. He received the impression from local organizations that there is an overinvolvement of the ministry in specific local affairs.

Of course he made several recommendations, as the minister mentioned, ranging from coaches in the field of physical education to the way in which to consult local bodies. This is of real importance to the ministry, and I do not think we received an adequate response from the minister. He did not tell us anything about the leading role his ministry should have in fitness, which we know also involves the Ministry of Education and the Ministry of Labour.

Unless we solve that problem, the situation will deteriorate. As Mr. Fisher pointed out, the appointment of a deputy minister is not sufficient unless there is a major re-organization and definition of the roles. In my mind, that also applies to the culture sector of the ministry.

I would say this ministry should not only be the Ministry of Culture and Recreation but also the ministry of multiculturalism. We have said in the past that it is important to recognize this aspect of our society. The federal government has already recognized it, but we are unable to make the Ontario government come to grips with it.

Ontario is a multicultural society, but multiculturalism is only a very minor aspect of the activities of the ministry. Even in that limited activity, the minister has not done a job which keeps pace with the needs of the people of Ontario. In saying that, I recognize that the role of the ministry in bringing the boat people into Ontario does credit to the minister, who avoided collapsing the several agencies that became involved in this sector.

But even that speaks to the ad hocery of the approach of the ministry, its lack of a general policy. If we had a general policy, we would not have had all the agencies crying three weeks ago because they did not know whether they would get funding for 1981. Naturally, they do not know if they will have funding in 1982.

There are major problems presented by the budget. As Mr. Edighoffer pointed out, there is a reduction in the total allocation for the Ministry of Culture and Recreation. If we consider the inflation factor, there will be, necessarily, a severe curtailment of the activities of the ministry. When we discuss it item by item, we will see where the axe has fallen and what programs will be curtailed. I do not know

how hard the minister fought to have a budget that at least would reflect last year's expenditures with the inflation factor incorporated, but the fact that he can increase by only four or five per cent the allocation for the Art Gallery, the McMichael Canadian Collection, TVOntario, Ontario Science Centre and the Royal Ontario Museum is frightening.

This is especially so when we know that a few weeks ago there was an uproar at the Art Gallery of Ontario because of layoffs and the problem of volunteers. The chief of administration of the art gallery said that unless they had a 10 per cent increase they could not maintain current costs and would be forced to lay off more staff.

The minister will say he recognizes the role of the volunteers, but to go to the extreme where vital operations of the art gallery are to rely on volunteers only is an abdication of responsibility by the ministry. It is regrettable that the art gallery should be put in such a situation. When we come to the vote, I hope the minister will explain how he proposes to maintain, let alone develop, the operations of the Art Gallery of Ontario with a 4.5 per cent increase in his budget.

As some people have pointed out, there is a risk that the art gallery, which is a public institution, may end up being a sort of private club for wealthy people. The same comment can be made also for the Stratford Shakespearean Festival which Mr. Edighoffer mentioned earlier. We all know about the problems we had last January when the new director was appointed. That problem was resolved, but I noticed the low profile kept by the Ministry of Culture and Recreation in that problem.

The minister will tell us he does not deal directly with the Stratford festival and that it is the Ontario Arts Council which is involved. Even so, there is no public representation on the board of directors of the Stratford festival. We have the ludicrous situation that when the new directors were appointed the former mayor of Stratford was unable to get the names of the members. It is the responsibility of the minister at least to ensure that there is a democratic process in organizations which not only are publicly funded, but are essential to the cultural development of Ontario.

**5:30 p.m.**

Then there is TVOntario, which not only does not cover northern Ontario, but does not even cover southern Ontario completely. The allocation for the coming year is only

\$100,000 in operating funds. Since 1977, the ministry has spent \$214 million in capital grants and \$80 million in program grants. Surely it should be possible to find in the budget more than \$100,000 to spend on TVOntario. If we are serious about developing a Canadian cultural identity, this should be a top priority for the government of Ontario.

My feeling with regard to the content of the programs was very strong when in the past I tried unsuccessfully—and after the realities of March 19 I have even less hope of success—to have programs which would reflect more of the complex multicultural content of our society. The minister says he is satisfied with broadcasting 26 episodes of a multicultural program on one of the radio stations, but that is not really enough to foster a major understanding among the several groups which compose our society and which would not benefit the minority groups in our society, but all citizens of the province.

If we want to develop a really serious multicultural policy, it should be a two-way policy. There should be a greater understanding among the ethnic groups—I use that term even though I consider it to be derogatory—of the Canadian reality. But there should also be an understanding among all Canadians of the realities of the ethnic groups who live here and are here to stay. I think that TVOntario is not doing enough; it is doing very little in that respect. We will have an opportunity to discuss this in more depth when we come to the specific votes.

When we talk about culture, we are talking about terms that are ambiguous because it is really difficult to give a definition of culture and then give jurisdiction only to the Minister of Culture and Recreation because culture is life. There is a major role this minister should have in the protection of Canadian culture and its development. This ministry is very often silent when we have major cultural problems. Just to give a minor example, there was the threat to the Festival of Festivals because of the activities of the Ontario censor board. One of the ministry officials, Peter Mortimer, in effect, concurred with the fears expressed in several quarters about the possibility that the Festival of Festivals could be cancelled because of the Ontario censor board.

I would have expected, because the Festival of Festivals is such an important cultural event in Ontario—and in North America, because it is the most popular event of this type in North America—and also because of the type of

public that usually attends this type of event, that the Minister of Culture and Recreation would stand up and defend the right of the Festival of Festivals to give to the people of Ontario the same products that are given in other festivals.

In these events it is not commercial films but art films that are shown. I would have expected that the minister would stand up and defend the right of the arts to be seen in Ontario. But we did not have any kind of statement from the ministry.

**Mr. McClellan:** They're afraid of Frank Drea.

**Mr. Di Santo:** I would not expect that the minister would tell me that the censor board is not in his jurisdiction and that he does not want to clash with Frank Drea.

If we are really serious about the development of a genuine culture in Ontario, we should be less parochial. Also, we should think that the people of Ontario are mature enough to attend the same events that people in other parts of the world attend without major moral or intellectual harm.

The cultural industry is very important and it should be in your heart, because if Canada is going to survive as an independent entity, it will survive only if it has a genuinely indigenous culture and if it is able to define its cultural identity and develop it. The government is not doing enough in this area.

If we look at the publishing industry, we see that in Canada people spend \$1.3 million on books every week. We do not have the figures for Ontario. But how much of that goes to Canadian books? Very little; one out of five. There is no aggressive marketing policy on the part of the ministry, as there is for the lotteries, as Mr. Edighoffer said, even though I think that is less justifiable.

The procedural affairs committee condemned the type of advertising the various lotteries were undertaking. Of course, I concur with Mr. Edighoffer: we would expect the minister to say something more about that instead of accepting the position of the corporation.

The minister mentioned the challenge fund in his remarks. I think that was a big failure. You know very well that the \$5 million allocated went only to the big groups. All the small groups get nothing because they do not have the same ability as the big groups to raise the money required.

5:40 p.m.



I thought you would come to the estimates and assure us that you would review the funding mechanism so that small groups could have access too, but I fail to see any reference in that respect. I ask the minister if that means that the small groups, which are extremely important—because the small groups are the ones who usually do Canadian plays—will finally be encouraged in a concrete way by the government, or if the pattern will be the same as in the past and the money will go only to Massey Hall, the O’Keefe Centre and the other big groups which have lists of donors who can match the funds the government makes available to them.

The minister also mentioned the McMichael Canadian Collection in Kleinburg, but of course he did not say anything about the confidential report that resulted in the appointment of a new curator. That report indicated to me that in the last several years there has been a total lack of supervision on the part of the ministry. In fact, the report said the collection was in danger of being burned, eroded or lost because there was no humidity control. I wonder whether the ministry was aware of the situation. If it was aware of the situation, it should explain to us why it did nothing in the past. Actually, it put a very remarkable collection of art in jeopardy because of the problems.

I would like to make a few remarks about the lottery funds. The minister said they had to take an inventory of the culture and recreation facilities in Ontario when they suspended the capital funding program. We thought the real reason was that the fund was almost going bankrupt at the pace at which the government was giving grants away everywhere without any co-ordinated policy.

In many parts there has been the suspicion that some of the funds are not really given because there is a need, but because there are some political realities out there, and that at some point it could be convenient to give grants to some organizations and not to other organizations.

I am not talking about grants that are given with criteria we do not understand, but that are certainly laughable, like last year when it was discovered by the newspapers that a grant had been given to an organization that not only undertook a study that was inaccurate, but, as it turned out, it also had held interviews with people who had been dead for seven years.

Interjections.

**Mr. Di Santo:** I do not want to ask the minister what happened to that grant, if the

money was given back to the ministry, but I think this is only a minor accident that may happen when the activity of giving grants becomes hectic. Also, when we are close to an election everyone becomes anxious, and we can overlook some facts that may be important.

The minister said they have organized a grants administration branch within the ministry. If the government is really serious about developing a general policy and about being objective about the needs of the various groups that make application, it is only fair that an independent body be established to give the grants.

In that case, you would remove the suspicion that you give grants to your friends or to possible voters. And it may work. I do not know if it worked on March 19, but it may work on occasion, because men—I say men, but also women; that is just the old saying—are corruptible.

**Ms. Fish:** Wait a minute. I will be happy to have it limited to men—in this instance only, of course.

**Mr. R. F. Johnston:** Sexist.

**Mr. Di Santo:** Yes, it is possible.

**Mr. Gillies:** But not probable.

**Mr. Di Santo:** It is possible because the government has its major dealings with men, and we do not see many women in the top echelon of the business community. Your remark may be quite right.

Well, men are corruptible, and, of course, money, since ancient times, is the best means to corrupt them. If the government wants to remove that suspicion, I think that, now that it has a majority and for four years will not have to worry about elections, it should seriously consider setting up an independent body, which will be appointed by you anyway. If you do that and if you also develop an overall strategy in this sector, you may have fewer recriminations from the local groups that apply to municipalities or private groups which now think they are probably not treated fairly by your ministry.

Mr. Minister, I thank you for your introductory remarks. I cannot agree with all of them, but I will be glad to discuss these item by item.

**Mr. Chairman:** Thank you, Mr. Di Santo. Mr. Minister, I guess you would like to reply to the comments of the opposition critics. We have about 10 minutes. Do you want to start now or do you want to adjourn?

**Hon. Mr. Baetz:** You are looking at six o’clock, are you?

**Mr. Chairman:** Yes.

I wanted to ask the committee something. The minister will be bringing people to respond to specific areas as the votes proceed. We can follow that pattern or we might save the time of some of the representatives of the agencies and perhaps look at the last day, maybe Wednesday, as a time that would be appropriate for individuals from the agencies to respond to questions on their specific areas. What is your feeling on this?

**Mr. Di Santo:** I think it would be almost impossible to discuss each agency in only one day. Also, some of the activities overlap. I would say that as we proceed, as the need arises, we should ask the agencies.

**Mr. R. F. Johnston:** We are only going to be here for two days.

**Mr. Di Santo:** It is only two days, after all.

5:50 p.m.

**Mr. Chairman:** If we proceed tomorrow with vote 3001, there are two agencies that might like to be here, the Ontario Advisory Council on Multiculturalism and Citizenship and the Council for Franco-Ontarian Affairs. But that is vote 3003 and will have most of the agencies involved, I guess. Do we then proceed?

**Hon. Mr. Baetz:** Mr. Chairman, I gather that Dr. Wilson, the director of the Ontario Science Centre, is not in town until Wednesday. The other difficulty is that tomorrow the Ontario Lottery Corporation will have its meeting of distributors from across the province.

**Mr. McClellan:** That is a meeting you should be at.

**Hon. Mr. Baetz:** I know that either Mr. Morris, who is the president of the corporation, or the chairman of the board, or both of them, would be delighted to be here on Wednesday if you could hold it. There is really no vote that deals with the Ontario Lottery Corporation anyway. We do not give them money, we get money from them, but they can certainly be here on Wednesday if that meets with the approval of the committee.

**Mr. Chairman:** So it is agreed.

**Mr. R. F. Johnston:** I wonder if you could do something that would help us in dealing with some of the agencies. Could we have a more detailed budget for proposals for the Ontario Educational Communications Authority, the Art Gallery of Ontario, and the Ontario Arts Council, so we can have a look at the breakdown effect of the percentage increase being given to those agencies? Would that be possible to have?

**Mr. Chairman:** Are you suggesting reports of the Ontario Arts Council?

**Mr. R. F. Johnston:** Their working budgets. Are there no projections of how this money is going to be used?

**Hon. Mr. Baetz:** We can certainly get some of that information from the Ontario Arts Council and perhaps the Art Gallery of Ontario. We could get some, but we cannot get detailed reports.

**Mr. R. F. Johnston:** For instance, if we had from those agencies what we have from the Ontario Science Centre it would be very useful. Even that skimpy amount tells us more about the effects of the budgeting than what we have at present, which tells us nothing.

**Mr. Chairman:** In other words, Mr. Minister, whatever you can reasonably have.

**Hon. Mr. Baetz:** Yes, we will co-operate fully.

**Mr. Chairman:** The meeting is adjourned. We will reconvene tomorrow, Tuesday, May 26, after routine proceedings.

**Hon. Mr. Baetz:** There is one final matter to raise. I have a note here on the distribution of the books.

Since the NDP particularly raised the question about the distribution of these books, I would just like to repeat—and I think it has been at least suggested earlier—that these books were taken to your House leader's office. The briefing reports were delivered to the NDP House leader on May 15, and on May 22 the final yellow books were delivered. So you had better talk to your House leader.

The committee adjourned at 5:53 p.m.

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### **From the Ministry of Culture and Recreation:**

Webber, B.F., Executive Director, Finance and Administration Division













Ontario

No. S-2

# Legislature of Ontario Debates

## Official Report (Hansard)

### **Standing Committee on Social Development**

Estimates, Ministry of Culture and Recreation



**First Session, Thirty-Second Parliament**

Tuesday, May 26, 1981

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

**Tuesday, May 26, 1981**

The committee met at 3:27 p.m. in room No. 151.

### ESTIMATES, MINISTRY OF CULTURE AND RECREATION (continued)

**Mr. Chairman:** I call the committee to order. I believe we have a quorum. I understand the minister will be responding to the opposition critics today. The floor is yours, Mr. Minister.

**Hon. Mr. Baetz:** Thank you, Mr. Chairman. Before making my response, I am pleased to be able to give the breakdown of some of the expenditures and revenues of some of our agencies which were requested yesterday. I am rather proud to be able to turn these over to you. I think it is something of a miracle that we were able to get them to you on such short notice.

**Mr. Chairman:** This is the Royal Botanical Gardens. Do we have anything from the Ontario Arts Council?

**Hon. Mr. Baetz:** No. They are all here.

**Mr. Chairman:** They are all here.

**Hon. Mr. Baetz:** These are just approximate figures.

**Mr. Cornell:** We did not know at the time what the transfer payment was going to be.

**Mr. Chairman:** Do you mean you did this all last night?

**Ms. Fish:** A very efficient ministry.  
Interjections.

**Mr. Chairman:** Was that recorded in Hansard? Note the word "efficiency" in Hansard.

**Hon. Mr. Baetz:** I would like to respond to some of the comments made by the critics yesterday. However, I would feel if I were to try to respond exhaustively on all points made, once again you would be subjected to the marathon we had yesterday.

**Mr. Chairman:** We have five hours.

**Hon. Mr. Baetz:** I do not want to impose that on you. With your permission, Mr. Chairman, I will respond to what I feel were some of the more important observations made by the critics. I will comment first on the observations made by Mr. Edighoffer, then move right on to those of Mr. McKessock and then refer to the comments made by Mr. Di Santo.

**Mr. Chairman:** I am very tempted to say permission granted.

**3:30 p.m.**

**Hon. Mr. Baetz:** Good. I will respond pretty much in the order in which these comments were made.

First, on the observation by Mr. Edighoffer that the school system should provide cultural as well as sports activities, this is something with which my ministry totally agrees. We have consulted with the Ministries of Education and Colleges and Universities and the Ontario Arts Council, and this consultation has resulted in a report for consideration by the Ministry of Education.

We see ourselves playing here largely an advocate role, encouraging Education, which, after all, is the ministry responsible for education, to carry through on some of the suggestions and recommendations we make. Our field services network has also kept this observation very much in mind and sees it as a priority when dealing with the school boards.

I should also say that the Ontario Arts Council's Artists in Schools program has proved to be very successful. The Ministry of Culture and Recreation has also recommended that teachers coming into this system have some background in the arts and culture to better educate their classes. All of our agencies, as we noted yesterday, have extension programs to make children aware of the cultural aspects of our society.

I think one needs only to look at the long lineup of yellow buses outside the Royal Ontario Museum—at least, before we started our major expansion program—to see how the school system helps its students to visit that organization. The same can be said for the Art Gallery of Ontario and other cultural organizations.

The second point made by Mr. Edighoffer was related to his concern about cutbacks to the extension programs of both the Art Gallery of Ontario and the Royal Ontario Museum, and that these cutbacks were the result of inadequate funding from the provincial government, or funding that has not kept up with inflation.

I know that the heads of these two agencies will be glad to respond to your observations in more detail, Mr. Edighoffer. I would only say,



however, by way of an interim answer, that my ministry very heavily endorses and promotes the idea that those two agencies, and some of our other cultural agencies, do carry out an outreach program and an extension program. Our feeling is that should be a very high priority with those organizations. If any cutbacks unfortunately have to come, the message from my ministry to those agencies is that it should not come in those extension programs.

We like to feel that the word "Ontario" in the Royal Ontario Museum and the Art Gallery of Ontario is not only there for cosmetic purposes, but it does imply that this is a program for all of the people of Ontario. I am sure that the officials of those two agencies will be ready to provide you with some more information on that.

In connection with this, I would refer, because it is really basically on the same subject, to an observation made by Mr. Di Santo about cutbacks to the arts organizations. He expressed some concern about that. I would just like to make this observation. There is no doubt that even though we were, fortunately, able to maintain an average increase of around 7.9 per cent in our grants to the Art Gallery of Ontario and to some of the other cultural agencies, we recognize that has not really kept up with inflation. Mr. Di Santo is pointing to the figure of 4.5 per cent. That was the increase to my ministry, but because of economies in the ministry we were able to increase the grant to our agencies to 7.9 per cent through transfer payments.

On the whole question of funding arts and culture, the point was made yesterday—certainly it was implied by Mr. Edighoffer and commented upon by Mr. Di Santo—that perhaps in the overall government spending arts and culture received a somewhat lower priority than did some of the other ministries. That cannot be denied. We received a 4.5 per cent increase, whereas some of the other ministries received eight or nine per cent and some got 11 and 12 per cent.

The point I would like to make today is that with an economy that is temporarily lagging somewhat hard choices have to be made; priorities have to be set in government. I must admit that I have a pretty tough fight when it comes to defending my budgets alongside those of the Ministry of Health or Ministry of Education, for instance.

**Mr. Di Santo:** You cannot tell us how successful you were?

**Hon. Mr. Baetz:** I think we have been really quite successful in this province.

**Mr. McKessock:** You had to be. You won out over the Ministry of Agriculture and Food.

**Hon. Mr. Baetz:** We won out over Agriculture and Food and over several other ministries. The central point that needs to be made is that certain essential public services, such as elementary schools and secondary schools and our health services, rely essentially on the provincial purse, the public dollar. The same cannot be said for the arts and culture.

Government has never claimed to be, nor do we believe it should be, the sole financial supporter of arts and cultural bodies. There are others in the private field, both corporations and individuals, that should also be partners. We are prepared to be a partner, but we would not claim to be the one and sole supporter of the arts and culture organizations. There is a basic difference between many of our agencies and health or social service agencies. This is a subject you will no doubt wish to come back to.

The other point made by Mr. Edighoffer dealt with what he called the aggressive marketing policy of the Ontario Lottery Corporation. We have tried all along to make certain that the advertising of the Ontario Lottery Corporation is appropriate. We feel that at the present time it is not an inappropriate, heavy-handed kind of advertising that one experiences in other services.

**3:40 p.m.**

We were much more concerned two years ago before the federal government turned over its lottery corporation to the provinces because at that particular time there was a great deal of competitive advertising for the provincial and the federal lotteries. That is no longer the case since the federal government, for a price, turned over the lottery corporations to the provinces. But we have to keep in mind that we are living in a highly competitive society where people are accustomed to a great deal of hard sell advertising and that maybe we have become a little immune to it.

As his fourth point Mr. Edighoffer referred to the recent financial problems of the Stratford Shakespearean Festival. We are very much aware of both existing and potential problems at Stratford. We are optimistic about the future of Stratford since it has made some internal adjustments. We are convinced that the new director, John Hirsch, is outstanding and will be instrumental in helping Stratford to new heights. Mr.

Edighoffer no doubt realizes that Stratford has been and is a very substantial beneficiary of our Challenge fund. I say this to you, Mr. Edighoffer, because Mr. Di Santo does not like the Challenge fund.

**Mr. Di Santo:** I do not like the way it is set up.

**Hon. Mr. Baetz:** If Stratford raises enough of its Challenge dollars, it can gain up to \$2.9 million from the Challenge fund. Last year Stratford received its first grant through the Challenge fund of \$748,000. So they are off to a good start. I am speaking both to Mr. Edighoffer who, I know, is converted about this, and to Mr. Di Santo who will soon be converted to the whole idea.

I can recall a meeting, about three years ago, in the Premier's office, Mr. Di Santo, when six of the largest agencies here in Ontario came to the Premier and said, "We are in very serious financial difficulties and on the verge of bankruptcy." These were the Toronto Symphony Orchestra, the Canadian Opera Company, the National Ballet of Canada, which has just come back from a highly successful tour of Europe, the Stratford festival, the Shaw Festival and one other, either the Young People's Theatre or the National Ballet School.

These six large performing groups said: "It is wonderful that there is this growth of smaller groups, community theatres and so forth. We are happy that you and the Ontario Arts Council can help these people. That is great. But unless we get substantially more financial help, the quality of our performance is going to deteriorate. We are going to become second, third and fourth-rate performing bodies. The situation is serious."

It was at that point that we, along with the people in the Ontario Arts Council, began to think of ways and means whereby we could help the big ones, for I do not think anybody was going to be prepared to accept the fact that Stratford, the ballet and the symphony orchestras would disappear. It was out of that that the Challenge fund grew.

Basic to the Challenge fund, Mr. Di Santo, is the idea that we are helping, encouraging and challenging the performing organizations to get out and get more money and support from the private sector, from corporations and from individuals. This is what is now happening. As more support comes in for the larger organizations, it provides some relief to organizations like the Ontario Arts Council which, presumably, in due course will have some more money to spend for the smaller groups. The OAC can speak to that later on.

The Challenge fund is bringing much more new money into the arts field generally, and we think that is the bottom line of it. There are other programs for the smaller groups under Wintario and so on that we can talk about later on as well.

In his comments, Mr. McKessock referred to the Fisher report and wondered whether more action is to be taken on it or whether it is just going to sit there and stimulate more analysis. There were 27 recommendations. Seventeen have been or are now being implemented, nine are under review and one is the responsibility of the Ministry of Education. I really think, without going into great detail, that far more than the average number of recommendations coming out of that kind of a study have been taken seriously.

Admittedly, there are some recommendations I did not accept. An example of this was the recommendation that we should set up another lottery designed for sports only. I do not think anybody around this table would want to encourage my ministry or the Ontario Lottery Corporation to establish one more lottery. I see that Mr. Di Santo agrees with that.

Mr. McKessock raised the question whether the three levels of government really have their act together in terms of who does what in the field of recreation. That is a good question. Up to now, the governments have not spelled out very clearly what the federal government does, what the provincial governments do and what the local governments do. For the last two years we have been working very hard on that question and are now about ready to set out an agreement between the provincial and the federal governments on who is responsible for what.

The basic principle at work in the development of this federal-provincial agreement is the assumption that recreation is a social service and that the primary responsibility for recreation really belongs to the municipal government. That is where the action is taking place right now anyway, as the member for Parkdale (Mr. Ruprecht) and members on our side who have come from municipal governments know.

A lot of people assume that the federal government and the provincial governments are the big-time spenders in recreation. That is not so. Municipal governments collectively spend 20 times more on recreation than do the other two levels of government. In a sense we are saying that is really where the primary responsibility for recreation lies, but that we as a



province will do our bit to help local government carry out its recreational programs. We are doing that, of course, and the same is true for the federal government.

**3:50 p.m.**

Mr. McKessock also raised the question of a similar kind of understanding or *modus operandi* in the field of sports. What is the federal role; what are the provincial roles; what is the local role? In sports, unlike recreation, there has been for years a very clear agreement between the two levels of government on what takes responsibility for what. A lot of what follows emanates from the federal white paper, whose short title is *Partners in Pursuit of Excellence*.

The federal government has assumed responsibility to support those athletes who are placed on Canada's national teams in all of the 47 sports that are played internationally. If one makes the national team, support becomes a federal responsibility. The role of Ontario, through the elite athlete assistance program, is to provide assistance for Ontario athletes on their way to achieving national team status. We help in the development of elite athletes on up to the national team, where the federal government then takes over. As I mentioned in my report yesterday, as part of this development of elite athletes we are now spending something like \$400,000 a year in grants to help individuals who have promise of becoming national and international status athletes.

Mr. McKessock wondered about violence in minor hockey. That was a subject that took up a great deal of time on this committee last year. We concluded our estimates in this committee with total agreement among all three parties that our approach to improving hockey, which, among other things, was to reduce violence, was the right one. That approach is, basically, that we must rely on organized hockey to clean up its own act. In pursuit of that objective, we established the Hockey Ontario Development Committee and gave them a substantial budget. They have done an excellent piece of work and their first report is due. We feel that hockey is improving at the very junior levels.

One example of what is happening in amateur hockey is in the great city of Brantford, which is always doing the wise thing—they certainly did on March 19—at the most junior level, the peewees, bantams or whatever. In their city league, if a team wins a game, one would normally assume a rise of two points in standing; but that is not necessarily so. If the team that

won the game had too many penalties, it loses one of those points. If they did not use enough of their players, which was one of the gripes—that they only use the best players and let the others cool themselves on the bench—they lose the other point. In fact, a team could win a game and get no points in its standing. That is the kind of thing which one sees developing in minor hockey, and I think it is a very healthy sign.

Another question raised by Mr. McKessock was about what incentive we give to private industry to underwrite sponsorship of sports activities. We have done a number of things, one of which is to recognize the good work that some corporations are doing. We have issued a plaque which we present to corporations at our annual Ontario sports award program. Another thing we are trying to do now in collaboration with the federal government is to allow a tax relief or credit for contributions made by a corporation or individual to a provincial sports organization.

At the present time, a corporation or an individual can get income tax relief for making a grant to a national sports governing body. But if one makes a similar grant to the provincial body of that same organization, there is no such tax relief. We are trying to have that changed to include grants to the provincial as well as to the federal organization.

Mr. McKessock also asked when Toronto is going to get a domed stadium. My answer to that is easy, Mr. McKessock. I do not know. I would assume it will happen if and when Toronto decides that is exactly what is needed. If that time comes, I assume the provincial government would respond positively—I cannot say on what level—in terms of some support.

In connection with his concerns about increases to the agencies, Mr. Di Santo mentioned that only \$100,000 was being given by way of increase to TVOntario for the fiscal year 1981-82. That is not the total increase. The total increase to TVOntario for this year is \$1.16 million. The \$100,000, in addition to the \$1.16 million, is to reflect the added operating costs in this particular fiscal year for the newly authorized expansion of TVOntario to three areas. It is obviously more than \$100,000. TVOntario, generally, has received an increase of eight per cent.

**Mr. Di Santo:** Did you say that it is receiving more than \$100,000?

**Hon. Mr. Baetz:** Yes. It is receiving an increase of \$1.16 million. The \$100,000 referred to in my report is the increase that relates only to the expansion of TVOntario.



Mr. Di Santo referred to our abdicating responsibility to agencies by forcing them to place greater reliance on volunteers. He expressed concern that the Art Gallery of Ontario and the Stratford festival might become private clubs. On the whole question of volunteers, I am sure that the officials of AGO will be pleased to provide the committee with further comment and further statistical detail.

I would like to make just one general observation about the employment of volunteers in the work at the AGO, and that is that there is a long and a rich tradition of volunteer activity there. Not only do they volunteer their talent and time, but virtually all of the art acquisitions at AGO have been donated, which is another form of voluntary action. We cannot say enough for the work which the volunteers are doing at AGO. There was an enormous outburst of volunteer activity at the time of the King Tut exhibition and this has continued.

#### 4 p.m.

I am sure the officials of AGO are prepared to talk to this further, but I think it would be unfortunate if government or this committee in any way left the impression that we look upon the work of the volunteers with something of a jaundiced eye or that we feel they are intruding in some way or taking a job away from somebody. If it was not for the work of the volunteers, the Art Gallery of Ontario today would not be the kind of world-class gallery it is. Those who offer their time and talent are not the dowagers of 20 or 25 years ago. These are people from all walks of life and from all ethnic groups. It is a very encouraging sign of community life.

Mr. Di Santo also stated that TVOntario should reflect more precisely the multicultural makeup of the province. The officials of TVOntario will be here and they can speak to that more precisely. I would like to make just two observations. One is that we do not tell TVOntario in detail what their programs should be. That is up to them.

**Mr. Di Santo:** I expected that.

**Hon. Mr. Baetz:** You expected that because I said that before, which is my second point. TVOntario surely knows the views of the ministry because we have said it often enough. We expect their programs to reflect the makeup of Ontario society. Maybe Mr. Di Santo will have further comments to make when the officials from TVOntario are here.

On book publishing, Mr. Di Santo gave us a

statistic that we are aware of, namely, that \$1.3 million in books are sold weekly but only one in five is Canadian, and that our ministry should promote Canadian sales. In many different ways we have promoted the sales of Canadian books. This is a situation where we cannot rest on our laurels. We will work with the Canadian publishing industry on it and we will have to continue this. There are various ways of doing this, one of which is through Wintario grants. We have given something like \$1 million to libraries to buy Canadian books. The new Half-Back program promotes the sales of Canadian paperback books.

Mr. Di Santo has also wondered about the McMichael Canadian Collection. He referred to the fact that there were some problems, that the collection was in danger of deterioration, that there were fire hazards and so on, and asked why didn't MCR do anything about their problems.

First, the McMichael Canadian Collection people will be here. However, when the McMichael gallery was first established under legislation, its management and direction were placed under a chairman and a board. We have been very fortunate in having a first-rate board there. That board in its wisdom commissioned a study which has referred to the need for some changes in the structure of the building to reduce fire hazards and also to protect the collection. I can say that the minute that study was out and I was informed of its contents and recommendations, we acted immediately to take the recommended steps. I think that is all I wish to say on that particular point.

The final point by Mr. Di Santo was on lottery funds. There was some suspicion that some of the funds were given because of political realities.

**Mr. Di Santo:** It is not my suspicion.

**Hon. Mr. Baetz:** It is not your suspicion. Then I guess I do not have to comment.

**Mr. Di Santo:** There are rumours that persist.

**Hon. Mr. Baetz:** Oh, everybody has it. I can only say that I think your predecessor on this committee also made those observations and also asked that question.

**Mr. Di Santo:** Then there must be some truth to it.

**Hon. Mr. Baetz:** The member for Oakwood (Mr. Grande) said he wanted to have a breakdown, riding by riding, of who gets the Wintario grants. We did this for him and it was rather revealing. It showed that from September 1975

through December 1978 Progressive Conservatives held 45 per cent of Ontario ridings—that was before March 19. Those 45 ridings got 48 per cent of Wintario capital dollars. The comparative figures for Liberal ridings were 29 per cent and 35 per cent respectively. The Liberals did better than the Progressive Conservatives.

**Mr. Gillies:** It is an outrage.

**Mr. Sweeney:** It does pay to have a Liberal member. Next time you come to Kitchener, remember that.

**Hon. Mr. Baetz:** Just let me finish. The NDP ridings represented 26 per cent of the total ridings and received 15 per cent. So the Liberals did best, the Progressive Conservatives were second and the NDP was third.

Really what this proves, as I tried to point out to Mr. McKessock and Mr. Sweeney, is that, as Mr. Edighoffer knows, this government and this minister ignore the political allegiances of any particular riding.

**Mr. McKessock:** I was aware of that, but during the election campaign you gave the indication that if you were a PC you got more. Now you are telling us that the Liberals get more.

**Hon. Mr. Baetz:** No, I did not say that. I would not say a thing like that. Just as an aside—and with that I will end—to show you how nonpolitical we are in the issue of the Wintario grants, of all the 125 ridings, Ottawa West, the riding the minister represents, was the lowest. That does not reflect, I can tell you, on the energy of the local MPP.

**Mr. Edighoffer:** Are you going to give us figures for 1979 and 1980?

**Hon. Mr. Baetz:** By all means. This was over a long enough period, as any researcher would tell you, to indicate a clear trend. I think what it shows everybody, fortunately, is that, very clearly, these Wintario grants are not made on the basis of who happens to be the incumbent MPP.

**Mr. McKessock:** What a turnaround!

**Mr. Di Santo:** You thought that in that way you would get Liberal seats.

**Hon. Mr. Baetz:** No, it had nothing to do with that.

Those are the comments on the comments, Mr. Chairman.

**Mr. Chairman:** We have less than four and a half hours on seven votes, so maybe we could start. I would appreciate it if members would focus their comments on the specific vote and

item and address themselves to the item, rather than deviating and having universal discussions on wide policies and other things.

On vote 3001, ministry administration program; item 1, main office:

**Mr. Edighoffer:** I suppose this deals with priorities. Again, looking over what the minister stated last year in his opening remarks, he referred to a study that he had commissioned, an analysis of Statistics Canada. I asked a member of his staff to supply me with the information available and I appreciate receiving it. However, the minister said he would be publishing a report of the analysis in the middle of last year. I have not seen anything like that and I wonder if anything like that has been published and what type of information he has from that analysis.

**Hon. Mr. Baetz:** I think Mr. Edighoffer is referring to the Terry Cheney report. It was *Recreating Ontario in the 1980s: An Accounting of Trend and Projection of Statistics in Culture and Recreation Participation in Ontario, 1972-1990*. It is true that report was completed, but we have not yet published it. The reasons for the delay were, first, there was a large number of publications being produced, one of which was a similar study entitled, *Physical Activity Patterns in Ontario*, and, secondly, the study required editing to allow individual interested citizens to understand it. It was a very technical report and, quite frankly, we were concerned that some people really would not understand what important things Mr. Cheney was saying.

This study is one interpretation of trend projections for leisure time activities. Other trend projections have been analysed by the ministry which do not come up with several of the conclusions. In other words, Cheney concludes that leisure time is increasing; a recent Louis Harris poll indicates the opposite. Before we spread this about and tell the public, "Here's the gospel," we want to know whether it is true.

I know the deputy has paid some special attention to the Louis Harris poll. He might want to comment. Quite frankly, it came out on the opposite side to Mr. Cheney.

4:10 p.m.

**Mr. Di Santo:** I would like to ask a question of the minister. What are the five classified positions that were eliminated? Were these not necessary before or were these five people performing jobs that were redundant?

**Hon. Mr. Baetz:** It is all part of trying constantly to become more efficient. We just have to keep trying.

**Mr. Di Santo:** In other words, you can now do the job with five fewer people than last year.

**Hon. Mr. Baetz:** That is right. That is called efficiency. We are committed to that and are constantly striving to give Ontario taxpayers the best value for their dollars.

**Mr. Di Santo:** It took seven years to realize that since the inception of the ministry.

**Hon. Mr. Baetz:** I would not say it was seven years. It may only have been one year.

Item 1 agreed to.

Items 2 and 3 agreed to.

On item 4, personnel services:

**Mr. Di Santo:** I would like to ask the minister about the affirmative action program. On page 23 of the briefing book, it says that 21 accelerated career development initiatives for female employees will be undertaken as affirmative action program objectives. When did you start the affirmative action program and how many people have been moved up?

**Hon. Mr. Baetz:** I think this relates to the year just past, but I would like to have that checked with my deputy or the director of administration.

**Mr. Cornell:** The director of the personnel branch, Mr. Joakim, is here and can give the figures.

**Mr. Chairman:** What is your question again, Mr. Di Santo?

**Mr. Di Santo:** How many women have been moved up as a result of the affirmative action program?

**Mr. Chairman:** Would you please state your name?

**Mr. Joakim:** My name is Clive Joakim.

The statement on page 23 is referring to things that we expect to happen as a result of developmental assignments and other moves. I do not have any figures right now about how many women were promoted last year. Is this what you are asking?

**Mr. Di Santo:** As a result of the affirmative action program.

**Mr. Joakim:** We do not have any figures.

**Mr. Di Santo:** Can I ask how the program works?

**Mr. Joakim:** It is a very nondirected type of program which seeks to establish certain respon-

sibility levels with the managers to try to get women into positions where they are normally underrepresented. This is done through a combination of training assignments and developmental assignments until such time as the women are qualified for positions which they are not traditionally in the work force for.

**Mr. Di Santo:** We are talking of the higher level of the bureaucracy inside the ministry. Do you have any figures about how many requests you had from the employees, how many were accepted, how many were trained and how many succeeded?

**Mr. Joakim:** No, we do not.

**Mr. Webber:** Mr. Chairman, if I might add, the difficulty in indicating the number of women who were promoted as a result of the affirmative action program is that the very capable women of our ministry are applying in competitions for jobs at the senior levels all the time and very often are successful. It would be actually impossible to delineate which of those women won the competitions because they were in the affirmative action program as opposed to just the success which they would have had in any case. The senior levels of our ministry are very well represented with women executives.

**Mr. Di Santo:** I still do not understand how the program works. Mr. Joakim is saying something and you are saying something different.

**Mr. Webber:** No, I do not think we are saying anything different. Basically, the program seeks to provide exceptional and different training experiences for women in the organization, but that is entirely a different matter to individuals winning competitions for specific jobs.

In some cases, there are particular experience opportunities which arise, which are provided to women and also to men, but the affirmative action program does not interfere with the competitive principle and the merit principle for winning positions. It is an encouragement developmental program.

4:20 p.m.

**Mr. Di Santo:** Yes, I understand that. I think the program was started because the government realized that women had fewer opportunities than men to move up inside the government. I still do not understand practically how it works. What do you do practically? Is it just general goodwill that you express towards women by saying, "We will encourage you to be promoted," or do you do something practical? Do you set quotas, for instance?

Let me ask a more specific question of the



minister. When you appointed the assistant deputy minister, who is an excellent choice, by the way, did you consider if there were in the employment of the ministry women available for that position? How does the mechanism work? That is what I would like to know.

**Mr. Joakim:** Are you speaking about a specific example where we selected an assistant deputy minister? Is this what you are saying? What is your position?

**Mr. Di Santo:** No. It is one of the examples. If I were a woman in the employ of the ministry, how would I fit into the affirmative action program? In other words, how do I see practically what the opportunities are for me?

**Mr. Joakim:** What we did is we asked all the female employees to submit to the affirmative action co-ordinator their career development goals and their interests. We know from their files and from their profiles what sort of experience they have had in the past and what sort of experience they need to get in the future to meet their needs. If we find they cannot win competitions because they might not be the best qualified person, then we provide developmental opportunities or bridging opportunities which then get them to a level where they can compete.

**Mr. Di Santo:** Did you set guidelines for that?

**Mr. Joakim:** Yes, there are guidelines. They are not firm quotas, but there are guidelines.

**Mr. Di Santo:** When you set the guidelines and there was this offer to the female employees, what response did you have? That is what I would like to know. How many people were interested?

**Mr. Joakim:** When I say we set guidelines, what I mean is we say to ourselves we would like to hire so many female security officers this year. Whether they are from the ministry or from some other government department or even from outside does not matter. As long as we can raise the distribution of female employees within these groups, where they are normally underrepresented, then we feel we have had some success for the program.

**Mr. Di Santo:** The next question is, do you have any figures at all for the past or for your programs for the future?

**Mr. Joakim:** Yes. We would have figures which would show whether the occupational distribution of women has changed or has not changed, but it would be very difficult to say that this is definitely the result of the affirmative

action program. We would like to think that it is. The ministry's report to Management Board of Cabinet is done every year on the affirmative action program and it has all the figures you would like to see. I could make that available to you.

**Mr. Di Santo:** Let us just stick to the Ministry of Culture and Recreation.

**Mr. Joakim:** Yes.

**Mr. Di Santo:** I think that in this type of program you should at least know how many people are interested and what you are doing year by year. If this was a private enterprise business, the personnel manager would know exactly how many women applied for what position.

**Mr. Joakim:** We do know. We keep records of any particular competition we have and we also keep separate records of how many women applied and how many male employees applied. But I thought your first question was whether we kept statistics about the success of our program in relation to this. I am not sure that you could necessarily draw a line between the program and the figures.

4:30 p.m.

**Mr. Di Santo:** Does the ministry have any similar program for the disabled?

**Mr. Joakim:** Yes, we do have a program that is just about getting off the ground where we are trying to raise the consciousness level of the managers in the ministry to the problems of the disabled. It is even less directed than the affirmative action program is. It simply seeks to put managers in touch with associations outside of the government that have these people.

**Mr. Di Santo:** How many disabled persons have applied and have been successful in obtaining employment with the ministry in the last year?

**Mr. Joakim:** None. There have not been any disabled people who have applied that I know about.

**Hon. Mr. Baetz:** Just as a point of illustration, as the minister I am pleased to say that the first woman director of legal services in the entire government is in the Ministry of Culture and Recreation. She was just appointed a few weeks ago. She is here, Diane Saxe. So we are making progress.

**Mr. Di Santo:** Is that the only example you have?

**Hon. Mr. Baetz:** Oh, no, there are many examples. That is the most illustrious right now in this room.

**Mr. Gillies:** On the affirmative action program, is it a developmental program purely or are you setting quotas per se?

**Mr. Joakim:** We are setting guidelines. They are not firm quotas. If you have a quota, it means that you must have some particular clout if it is not met.

**Mr. Gillies:** But the thrust of the program is to develop the female employees to the point where they would feel more comfortable applying for these positions?

**Mr. Joakim:** Exactly, yes.

**Mr. Gillies:** The other question I might ask is, why would the affirmative action program be directed solely at women? Is there any intention on the ministry's part to broaden its spectrum in terms of, say, minorities, handicapped persons, et cetera?

**Mr. Joakim:** Yes. We have formed what we call a human resources co-ordination unit which includes the affirmative action program which is for women, but it also takes note of the handicapped, native peoples and ethnic minorities as well.

**Mr. Chairman:** Are there any more questions on item 4. Thank you, Mr. Joakim, for your comments.

Item 4 agreed to.

On item 5, information services:

**Mr. Chairman:** Information services deals with the office of the director of communications, media production, public relations units, citizens' inquiry bureau and resource centre. Any questions?

**Mr. Edighoffer:** The only question I have about this is on the inquiry bureau. It seems to me, at one point or other, I used to get the odd information or letter from the citizens' inquiry bureau. Do they still inform the members of the problems that come in?

**Mr. Cornell:** Yes. It is undergoing a change in the sense that the citizens' inquiry bureau was part of information access. At the end of the fiscal year, parts of information access have moved elsewhere and the citizens' information bureau has stayed with our ministry. It is just a matter of gearing around at the present time, partly because of the other aspects of information access. For example, we do not know exactly where in the government Telidon is going to eventually fit because it is still rather new.

**Mr. Di Santo:** Is Ontario 20 part of this program?

**Mr. Chairman:** Ontario 20 is something totally different, Mr. Di Santo. It is administered by the Ministry of Industry and Tourism.

**Mr. Di Santo:** What about the inquiries?

**Mr. Cornell:** Do you mean in terms of the blue pages that are in the book? Yes, that would still be part of the citizens' inquiry bureau. It would still be with us.

4:30 p.m.

**Mr. Di Santo:** I would like to make this comment before I ask a question. There is in the Italian media quite extensive advertising of this program. Do you have similar programs for other ethnic groups or only for the major ethnic groups?

**Mr. Cornell:** Who would be the appropriate one to answer that? Is Bob Cohen here?

**Mr. Chairman:** Would the director of the communications branch, Mr. Bob Cohen, join us to answer a pertinent question? Mr. Di Santo, could you repeat your question?

**Mr. Di Santo:** Yes. I know that you have quite intensive advertising in the Italian media. Do you have similar programs for other ethnic groups?

**Mr. Chairman:** Mr. Di Santo is referring to the advertising of the citizens' inquiry bureau to Italo-Canadians and whether you have a similar blitz in other languages or to other minorities.

**An hon. member:** Blitz? That's the wrong word, isn't it?

**Mr. Cohen:** I don't know if I would care to refer to it as a blitz, Mr. Chairman, but the answer is yes.

**Mr. Di Santo:** I notice that the advertising goes this way, "If you have a problem, call Ontario 20. Call this number and we will help you to solve the problem." Of course, that is a referral service, I understand. But from the advertising it does not come out clear. In fact, I have many people who have called your referral service.

**Mr. Cohen:** Is it the citizens' inquiry bureau of which you speak, sir?

**Mr. Di Santo:** Yes. They do not understand that it is only a referral service. Then when they go through the first step, they get lost because they have a language problem for which your office is referred to.

**Mr. Grande:** To help them with their mortgages?

**Mr. Di Santo:** Yes. Those are the types of

inquiries that are usually made. Some of them are perhaps not pertinent to the provincial government.

But there is still a gap between the person who makes the inquiry and the office that is supposed to answer it. I do not know if you have any way to solve the problem. If you do, I would like to know. Otherwise, I think that at least the advertising should be changed so that it is made clear that it is a referral service and it is not intended to solve the problem. The advertising says, "If you have a problem, call us." Then when the problem is not solved, of course they are disappointed.

**Hon. Mr. Baetz:** Certainly to the extent that that observation applies to my ministry, I can assure you, Mr. Di Santo, we will look into that.

Program 20 is under the Ministry of Industry and Tourism if you are referring to the same program 20 I have in mind.

**Mr. Chairman:** My understanding, Mr. Di Santo, is Ontario 20 co-ordinates all the advertising of the government of Ontario for all the ministries. Perhaps there is confusion because the impression that the citizens' inquiry bureau is giving to communities that listen to the ads is it gives the impression they will provide all the information for all the ministries and the deliveries of their programs.

**Mr. Cohen:** If I have understood you correctly, sir, it seems to me that we have to have a very hard look at precisely what is being said to make sure that it is clear so that people will understand the service that is being offered through the citizens' inquiry which, as you correctly said, is a referral service.

**Mr. Grande:** The trouble is that it may be clear for the purpose in mind.

**Mr. Chairman:** Maybe it is too clear.

Mr. Grande, do you have any questions on this?

Item 5 agreed to.

On item 6, legal services:

**Mr. Chairman:** Any questions or comments? You have a suspicious look, Mr. Grande. Do you have a question that is nurturing in your mind?

**Mr. Grande:** Well, I'll leave it.

Item 6 agreed to.

On item 7, audit services:

**Mr. Grande:** How many Wintario applications have been audited through that service in the last year?

**Hon. Mr. Baetz:** Through the internal audit service?

**Mr. Grande:** That is right.

**Mr. Webber:** Mrs. Atherton, the chief internal auditor, is here. She could give us any detail she might have on that. If we are not able to at this time, I would suggest that we give you an answer tomorrow. That is a pretty specific number.

**Mr. Grande:** Could you tell us not only the number, but could you also put down the kinds of grants that were audited and the purpose of the audit?

**Mr. Webber:** Certainly. We will be pleased to do that, but it will take us until tomorrow.

Items 7 to 9, inclusive, agreed to.

Vote 3001 agreed to.

On vote 3002, heritage conservation; item 1, archives:

**Mr. Di Santo:** This year the total expenditure is \$1.19 million which is mostly for salaries, employees' benefits, transportation services, supplies and equipment. Where do you get the money to acquire additional material?

**Hon. Mr. Baetz:** What material? Supplies and equipment?

**Mr. Di Santo:** No, the material for the archives.

**Ms. Fish:** How is the archival material acquired?

**Hon. Mr. Baetz:** Some is donated and others are purchased. Mr. Ormsby, the chief archivist, is here and with your permission, Mr. Chairman, will give you the details.

**Mr. Chairman:** Mr. Ormsby, would you answer this particular question? How do we acquire or pay for the various documents or archival materials?

**Mr. Ormsby:** Archival materials, Mr. Chairman, come from two sources. By far the largest proportion of material that is preserved permanently in the archives is government records. These come automatically through government schedules which predesignate, while the government records are still being actively used for administrative purposes, which of these records will have permanent value. When their period of administrative usefulness has passed in accordance with schedules that have been reviewed and signed by me, among other people, years before, these come automatically.

I think the question, though, relates to archi-



val material acquired from the private sector. A relatively small proportion of this is purchased at market value. The question, I believe, was where did the funds for that come from? They are part of our direct operating expenses covered under supplies and equipment.

By far the larger portion of private manuscripts, as they are classified, come to us by donation. A donor giving us a substantial gift is entitled to a tax credit. These materials are evaluated independently, and then I issue a certificate in accordance with the evaluation. We normally use the National Archival Appraisal Board for such evaluation. We ourselves can do an evaluation up to \$1,000, but higher than that we have to get an external and independent evaluation.

**4:40 p.m.**

A relatively small proportion of our budget each year is used for purchases. I have people on my staff who serve on the panel from which the national archival board evaluators are chosen. They are experienced in current values of documents and on their recommendation we either buy or do not buy a document that might be offered for sale.

**Mr. Di Santo:** Was last year's allocation used completely or—

**Mr. Ormsby:** We budget a round figure, Mr. Di Santo. To the best of my recollection we did not spend it to the full, but I would say we spent about 80 per cent of it. You see, you never know what is coming up the next day so you have to hold some in reserve, almost to the end of your fiscal year.

When it became apparent that we were not going to spend all of it, the funds were diverted elsewhere. I believe in this particular instance we diverted them to extra microfilm readers.

**Mr. Di Santo:** I suppose that is the reason why this year the budget allocations are relatively lower.

**Mr. Ormsby:** I think they are probably more complicated. The budget for supplies and equipment is somewhat lower, but supplies and equipment covers much more than just the purchase of documents.

For example, last year we bought a vacuum fumigator that cost us \$35,000. We do not have to go and buy one of those every year. That in itself could be taken as a reason for us being almost \$5,000 lower. Mind you, if the minister, in his wisdom, could give me \$5,000 more, I could certainly spend it wisely.

**Hon. Mr. Baetz:** You have made that point before.

**Mr. Gillies:** Mr. Ormsby, I am still looking for that figure. Did you say the archival material was purchased under supplies and services?

**Mr. Ormsby:** It is. Yes.

**Mr. Gillies:** Which was vote three. I am just wondering where it shows in there.

**Mr. Ormsby:** There are many things that come under supplies and services. The amount spent for documents is not broken down in the figures you have. The amount we budgeted for purchase of documents last year was \$20,000. To the best of my recollection we spent about \$16,000.

**Mr. Gillies:** So by far the greatest proportion of it must be donated.

**Mr. Ormsby:** Oh, by far. If you ask me for a ball-park figure of the values that were put on what was donated last year, this would come close to \$100,000. The year before we had one gift valued at \$108,000.

I have a couple of examples, which the minister has already referred to in his remarks. Last year we had given to us the Conn Smythe papers and the John Fisher papers. To have purchased either one of those would have come to much more than we had budgeted for purchases.

**Mr. Chairman:** Mr. Edighoffer, I believe you had a question.

**Mr. Edighoffer:** Mr. Ormsby, I may be a little off track here, but are you always satisfied with the amount of money you get in your budget?

**Mr. Ormsby:** I am not, but you would not find an archivist in Canada who is.

**Mr. Edighoffer:** I guess you would have no solution for me then. In my constituency I have an archivist who is on a hunger strike right now because he is not getting along too well.

**Mr. Ormsby:** I am glad to see that you have talked him down off the roof in any case.

**Mr. Chairman:** Any further questions?

**Mr. Ruprecht:** Mr. Ormsby, our rich cultural heritage is being preserved—I think at this point, and maybe in the next five, 10 or 20 years—in church basements. Many of these churches out in the countryside, and in the city for that matter, are ethnocultural churches with their rich heritage.

Have we ever gone actively out there to seek these documents in any way, shape or form, or do we have a special policy for it?

**Mr. Ormsby:** This ethnocultural aspect is handled, by and large, by the Multicultural

History Society, which has had assistance through the Wintario program. The arrangement which brings the archives in contact with their program is that, after they have published what they wish to from the documents they acquire, the documents come to the archives.

We have run into problems in this connection in that some of the denominations do not want to see the records withdrawn from the denominations because of their ethnocultural value; they wish to see them maintained in the church archives. Not all denominations have archives.

This has been rather touchy ground for the Multicultural History Society and it has had to tread fairly lightly. In some cases there has been complete happiness with what they are doing; in other cases it has become a rather touchy situation that has to be handled carefully.

**Mr. Ruprecht:** What I would like to know is how this program is being handled. I am very concerned about some of these documents that have been lost. Is there a policy intact?

My original question was whether we actually go out there and try to—

**Mr. Chairman:** Mr. Ruprecht, I believe your question is somehow out of order, because you would have to speak with Professor Harney who heads the Multicultural History Society. He would probably explain to you the system of gathering these documents and the policy and framework of the operation.

**Mr. Ruprecht:** If I may, Mr. Chairman, I think we are discussing the budget items here.

**Mr. Chairman:** The Multicultural History Society is not involved in the budget items in the estimates.

**Mr. Ruprecht:** Maybe not, but I do not think that should preclude this committee from making certain recommendations to the minister who is present here. Consequently, I think it is very relevant. I for one—I do not know how many more people on this committee—would perhaps make a recommendation to increase the funding for specific purposes such as retaining documents of ethnocultural value in this country. That is why I think this would be relevant.

**Mr. Chairman:** Perhaps if you asked more specifically what relationship there is between the archives and Mr. William Ormsby and the Multicultural History Society it would be more appropriate.

**Mr. Ruprecht:** Mr. Chairman, if he chooses to answer the question it's fine with me. I just wanted to point out that from my point of view it

is essential that we maintain these documents and if we do not have sufficient funds in this budget line we should increase it to maintain these very important records.

**Mr. Chairman:** The minister would like to comment on this.

**Hon. Mr. Baetz:** Mr. Chairman, recognizing your observation that the question may be somewhat out of order, I just would like, in one sentence, to assure Mr. Ruprecht that the Multicultural History Society does work in a very professional way. They have some very excellent people with great expertise associated with them and they are in contact with the various ethnic communities.

My strong sense of it is that there is a very active two-way communication going on between that society and most, if not all, of the communities. I would not say "all," but certainly some of the older ethnic groups are in close touch with that society.

They have done some very good work. There is more to be done.

**Mr. Ruprecht:** If I may ask, Mr. Chairman, who sits on the board of this historical society?

**Hon. Mr. Baetz:** I do not have a list of the board members with me. Maybe Mr. Ormsby could answer that.

**Mr. Ormsby:** I am an ex officio member of the board. There is a member of the ministry who also sits on the board. The other members, apart from the two of us, are chosen largely from the academic community, although not entirely. Professor Maurice Careless is one of the members of the board.

**Mr. Ruprecht:** So there are four members?

**Mr. Ormsby:** It is more than four. I would say it is about six or seven.

**Hon. Mr. Baetz:** I think there are 10 of them, as a matter of fact.

**Mr. Ruprecht:** Perhaps this information could be passed on to me at a later time, Mr. Chairman. I would hope there would be some ethnocultural representation on this board.

**Hon. Mr. Baetz:** There is.

**Mr. Ormsby:** Oh, there is.

**Mr. Ruprecht:** But my question still remains unanswered, Mr. Chairman.

4:50 p.m.

**Mr. Chairman:** Can we proceed with Mr. Di Santo? I believe we have had a clarification of the relationship between the Multicultural His-

tory Society and the present estimates, and if you could keep your questions specifically to the items we will ask Mr. Di Santo to proceed.

**Mr. Di Santo:** I agree with the minister that the Multicultural History Society is doing a great job, but I would like to have some direction, because I do not see the Multicultural History Society listed in the annual report under any item. Since I would like to ask some questions, I would like to know at what point I could ask them.

**Hon. Mr. Baetz:** It may not be listed in the official report of the ministry because its major grant—and it was a very substantial one—was a \$3 million grant from Wintario. It is not lacking for funds right now, I can assure everyone. It is not an ongoing annual grant and for that reason it may not be listed as one of our agencies.

**Mr. Chairman:** It is not an agency of this ministry.

**Mr. Di Santo:** May I take the liberty of asking a question at this point?

**Mr. Grande:** At which point then does this particular agency become accountable?

**Mr. Di Santo:** Yes, that is my question. Since it is a very important agency, I think it should not be funded with an ad hoc grant but should become part of the activity of the ministry. At some point it should be financed through the funds of the ministry.

Can you tell us at what point they are now; how much money they have spent; and when you think you can bring that society directly under your funding?

**Hon. Mr. Baetz:** I suppose that is something that one could always consider, but we certainly make grants to all kinds of agencies and organizations that are not today or never will become a part of the ministry.

The Multicultural History Society, as the title implies, is a society, it is not an organization, and I do not think it would be appropriate to have it become an agency of this ministry as, for example, the Ontario Science Centre or the Royal Ontario Museum. Maybe eventually, in the fullness of time, it will play such a major and central role that we might want to consider it. But certainly at the present time I do not think it would be particularly appropriate to have it become part of this ministry.

**Mr. Di Santo:** I think that since the conservation of the multicultural heritage is very much part of the heritage of this province, I would urge the minister to give a very serious look at

this question, because it is rather important. I realize it is a society and not an agency of the government, but I think it should be considered as a permanent feature of the Ontario culture and therefore should not rely on ad hoc grants that may or may not come.

**Hon. Mr. Baetz:** I know you want to get on with the items, Mr. Chairman, but I can arrange to have a report made on this agency and we can bring it forward to this committee if you so desire, but we certainly can't do it overnight, no.

**Mr. Chairman:** I am not too clear exactly what Mr. Ruprecht and Mr. Di Santo specifically want the minister to study or what the recommendations are. Is it that the Multicultural History Society become a part of the archives of Ontario, or integrated with them? Or is it that it should become an arm's-length agency of the ministry or a separate foundation, such as the heritage foundation?

**Mr. Di Santo:** No, I know exactly what I want. I do not know what the structure should be, but I am interested that there be ongoing funding of the society and that this should not rely on an ad hoc grant. Is that fair enough?

**Mr. Chairman:** Mr. Minister, perhaps before the estimates are over you could clarify what the status is of the society to answer some of the questions that both Mr. Ruprecht and Mr. Di Santo have. That would be a solution. I do not know whether we can, in fact, ask Professor Harney to be a witness at these estimates.

**Mr. Di Santo:** It is not necessary.

**Mr. Grande:** If possible, could I follow this up? Surely there was a Wintario grant to the tune of \$3 million—

**Mr. Chairman:** Five million dollars, I think.

**Mr. Grande:** The minister said \$3 million, I believe what the minister says.

**Interjection:** What?

**Hon. Mr. Baetz:** Good for you.

**Mr. Grande:** When I am not his critic. So therefore there is a public expenditure—

**Hon. Mr. Baetz:** Three million dollars.

**Mr. Grande:**—and certainly someone should be accountable for that public expenditure. Since it is a society which clearly comes under the auspices of culture and recreation—or multicultural and recreation, since of course Ontario does not have an official culture, it's an official multicultural—then it would appear to me that that society, either through an annual



report or through whatever other means, should be reporting to this minister, and is there a mechanism provided now? I understand not.

In other words, the only way that you can question that amount of \$3 million—or \$5 million, as the chairman says—

**Mr. Chairman:** Four point eight million.

**Mr. Grande:** —would be through asking questions which are out of order in this committee. It goes to the floor of the Legislature.

Is there a mechanism or do you intend to provide a mechanism to this committee or provide some other avenue to the Legislature?

**Hon. Mr. Baetz:** The Multicultural History Society has a long and a strong link with the University of Toronto and it may very well be therefore reporting to its board of governors. I do not know, but you can be sure this society makes an annual report. It receives public funds. It will certainly present its reports, its annual statements. But just because we do not have it included in our annual report as one of our agencies does not mean that it is not reportable or answerable to its own board and probably to the University of Toronto.

**Mr. Di Santo:** When do they come to you, only when they need financing?

**Hon. Mr. Baetz:** No, I would not say that. They come to us whenever they publish one of their many documents and they are a very, very active group.

**Mr. Gillies:** With all respect to my colleagues, I think we are getting into the very principle of grant funding from the ministry here. There are any number of boards and commissions across the province, not just this one.

There are small organizations in my riding, such as the Brantford Multicultural Council, such as our community information service, which are funded on an annual basis by your ministry, Mr. Minister, but I do not think we necessarily want to see the ministry take them over or have direct accountability for all of these hundreds and hundreds of organizations. I hope that is not what you are suggesting.

**Mr. Grande:** But there are agencies of the Ministry of Culture and Recreation, not at arm's length from the ministry because the ministry provides funding.

**Mr. Gillies:** If I might, the two organizations I mentioned are not agencies of the Ministry of Culture and Recreation. One is an agency of the Brantford and District Chamber of Commerce, the other is semiautonomous. They receive

grants from the ministry to enable them to continue operating, but the people who work in them are not civil servants.

Beyond liaison with your field staff, Mr. Minister, to ensure that they are fulfilling their mandate I do not think it would be in the best interests of the government—and I think I would speak for some other members of the Legislature—to swallow up all these organizations.

**Mr. Ruprecht:** Notwithstanding what Mr. Gillies says, I think if it is important enough for some of the members of this committee to ask questions about the Multicultural History Society's finances, I for one am very interested in its documentations and how these documents are being obtained.

**5 p.m.**

With all respect I would request that, through the minister, we ask the Multicultural History Society to produce its books, or provide us with a report, Mr. Minister, which you could table here so some of the members who request that information—and rightly so—could simply be looking at it and comment upon it at a later time.

**Mr. Chairman:** If I could comment on this, I do not know exactly what the funding criteria or arrangement was originally made at the inception of the society, but I would imagine if we create a precedent, then you would have to ask every organization that received a Wintario capital grant, or any other projects or foundations, to come before this committee.

That is not the case. I believe we have had a precedent set earlier last year that we will deal with the ministry estimates and with agencies that are within the jurisdiction of, or have a relationship with the ministry. But to start involving foundations and societies—I think on Mr. Grande's and Mr. Di Santo's comments, Mr. Minister, you will note the concern of public accountability and perhaps inform us as to how the society is accountable to the public in terms of the \$4.8 million or \$5 million they originally received and what the situation is at present.

I believe that Mr. Bancroft, or someone in your division, is on the board of the society—Mr. Diakowsky—who could provide that information to the minister.

We will then proceed therefore with vote 3002. Does item 1 carry?

**Mr. Ruprecht:** Excuse me for one second. If I understand this correctly, we will be furnished with some information. Is this how we left it?

**Mr. Chairman:** Yes.

**Mr. Ruprecht:** How will that be carried out?

**Mr. Chairman:** Basically, Mr. Ruprecht, I do not know whether the executive director and the board of the society would contemplate the suggestions Mr. Grande and Mr. Di Santo have made that they become an agency. Perhaps their objective or aims are totally different. Maybe they would like to remain independent of government through some funding arrangement or other arrangement. We cannot presume that this is their intention.

**Mr. Ruprecht:** Thank you very much, but I am requesting, actually, that through the minister's office they ask this multicultural society to provide a report for us so at least we could be able to look at it. At this point, in all respect to Mr. Grande, I would not request that we incorporate—

**Mr. Chairman:** Mr. Ruprecht, you can obtain such reports from the society directly by just phoning them. They will gladly provide you with a report and with their financial statements at any time. I do not think we should formally do it through this committee.

**Mr. Ruprecht:** If you would permit me to finish, what is important, I think, is through this ministry certain moneys have been given out. One of our colleagues in this Legislature, in this committee—there are at least three of us here, there might even be more—is requesting some additional information. All we are asking for, through this minister, is to try to provide that information to this committee so we could have a look at it. That is what I would respectfully request be done through the minister's office.

**Mr. Chairman:** I believe, Mr. Minister, we could possibly do this, but I do not think that we should set a precedent for requests for financial statements and reports from this committee to every organization—I see Mr. Di Santo nodding his head and agreeing with this—supported by funding through this ministry.

**Ms. Fish:** Mr. Chairman, I am speaking to the point which has been raised. In my view, you have already indicated that any member who wishes may—with the Multicultural History Society or any other group that receives public funds, be it provincial funds, or federal funds, or municipal funds—request directly of that group a copy of their annual report.

It seems to me that relationship is the appropriate relationship. I find it extremely peculiar to suggest that this committee should vary its business by having this minister, one minister, with one source of funding to this one group, provide information to the committee as part of the committee's business.

I therefore treat your remarks and direction as not that the minister is going to be tabling before this committee, as an agenda item for discussion, the report of this particular agency, which happens to have received some provincial funds, as have any other number of agencies across this province. Rather your advice is to the individual members interested, and I am one, to make contact with the historical society directly and achieve the information directly and determine from there what further questions they may have and carry them at the first point to the board of the society, and determine if there are further matters they feel require discussion.

I do not think this is something that constitutes an agenda item for this committee now or at a future date.

**Hon. Mr. Baetz:** Mr. Chairman, before Mr. Ormsby leaves you will recall that Mr. Ormsby indicated earlier most of the acquisitions to the archives other than government documents are as a result of gifts. May I report that in that Mr. Ormsby plays the key role. He has done a remarkable job in terms of helping people in Ontario, and other Canadians, to see the value of leaving some of their documents with the archives, and I wanted to place my debt of gratitude to Mr. Ormsby on the record.

On item 2, heritage administration:

**Mr. Edighoffer:** I made reference a little earlier to the problems we are having in the great riding of Perth. I was wondering if, under this branch, there would be any assistance available. I realize there are grants to museums and grants for other things, but we are having quite a difficulty with our archivist and they have just disbanded our historical board.

We had a board which was supposedly in charge of the records of Perth county and in charge of Fryfogel Inn, which stands on the historic Huron tract, and we have a local museum. I appreciate that a lot of this is involved with municipalities, but I wonder if there is anywhere in this particular branch where there could be assistance.

Because now we find that the historical board is disbanded, the city is looking after the muse-

um, the city and the county are looking after the records of the county, and that leaves that great place Fryfogel Inn all by itself out on highways 7 and 8. I know that the government did offer some grants some time ago, but that seems to have been stalled, and now we are just at a standstill.

**Hon. Mr. Baetz:** Mr. Chairman, as Mr. Edighoffer noted, a good deal of the problem, with respect, really does emanate from local governments—the county, the municipality.

We were certainly ready some years ago to make a substantial contribution to the restoration of the Fryfogel Inn, and we are making grants to museums, as you have noted. But I do not think that my ministry, at this point in time, could become engaged in making some financial commitments to your local archives.

I know you are personally very frustrated about this, but I had been aware of that long before your archivist climbed up on the roof and started his hunger strike.

In all honesty, I cannot really hold out too much hope for any kind of financial help in the foreseeable future. If someone locally once again takes the initiative in the restoration of the Fryfogel Inn, obviously we are ready to help there.

**Mr. Chairman:** Any further questions?

**Mr. Gillies:** I have one quick question, Mr. Chairman. I am assuming item (f) under transfer payments refers just to operating costs of the Royal Ontario Museum and does not include any of the current capital construction going on.

**Hon. Mr. Baetz:** No.

**Mr. Di Santo:** There is a reduction in the Wintario program grants? I would like to ask the minister about item (g) under transfer payments on page 59. There is a \$136,000 decrease.

**Hon. Mr. Baetz:** Mr. McCullough, do you want to comment on the difference between the \$700,000 and the \$564,000 under item (g)?

**Mr. McCullough:** I think this reflects the sort of use the heritage people have made of the Wintario program in the past and is perhaps a more accurate reflection of what the figure will be in this year. If I am correct on this—and I will ask the branch directors to correct me if I am wrong—although \$700,000 was allocated last year to the heritage program, we found that not that much was required and we were able to transfer some. As we go through the year, we balance these things out as the demand exists. The heritage grant was reduced and some others, perhaps recreation or sports and fitness

or something like that, were increased. This more accurately reflects what we think it will be this year.

**Mr. Di Santo:** I asked the question because the objectives of heritage conservation are to recover, preserve and, I suppose, conserve those things which have been important in Ontario history in order to give a context for our future development and growth. I think it should not rely on Wintario grants. It should be part of the general policy of the government and should come from the funds of the ministry.

**Hon. Mr. Baetz:** The basic budget of the Ontario Heritage Foundation does not rely on Wintario funds. It comes from general revenue. And the grants to all of the museums are not Wintario money. It is set up by statute.

Items 2, 3 and 4 agreed to.

Vote 3002 agreed to.

On vote 3003, arts support program; item 1, cultural development and institutions;

**Mr. Chairman:** We have the financial statements from a number of agencies which were distributed to all the committee members. Mr. Ruprecht.

**Mr. Ruprecht:** Does this include the Ontario Educational Communications Authority?

**Mr. Chairman:** Yes, it does.

**Mr. Ruprecht:** I have a question about the services there in terms of multiculturalism. I am wondering about TVOntario which comes under this category if I am not mistaken. I would like to know how much of that programming is in French and how much in other languages?

**Mr. Chairman:** I believe Mr. Di Santo was interested in TVOntario. Perhaps we could ask Dr. Parr to join us.

**Hon. Mr. Baetz:** Dr. Parr is not here today but will be here tomorrow. I believe there are two—somebody is shaking his head. Is there nobody here from TVOntario?

**Mr. Chairman:** Mr. Kolyn, do you have a question as well?

**Mr. Kolyn:** Yes.

**Mr. Chairman:** Do we want to hold this vote on item 1?

**Mr. McKessock:** Maybe the minister knows when TVOntario is going to be turned on in our area. It was approved last fall.

**Hon. Mr. Baetz:** It will be another 12 months. It will be a great day.

**Mr. McCullough:** Mr. Chairman, could we



have the question again on TVOntario? I am not quite sure whether we should answer it or not. Was it of a technical nature?

**Mr. Chairman:** The question referred to what percentage of programming is in French. I can give you the answer, Mr. Ruprecht. Seventeen per cent is French language programming.

**Mr. Ruprecht:** And what about the others, Italian and all the other ethnic ones?

**Mr. Chairman:** What do you mean specifically by Italian and all the others? Do you mean multilingual broadcasting or broadcasting in unofficial languages? Unless the minister wants to comment on this, I believe that the present policy is that the broadcasting of TVOntario is only in the two official languages.

**Mr. Ruprecht:** Mr. Chairman, I understand there are some programs that TVOntario produces which are in other than English and French. I am wondering what percentage of the programs are produced and beamed in these languages.

**Mr. Chairman:** What percentage of programs are beamed in what languages?

**Hon. Mr. Baetz:** In other than French and English, he is saying.

**Mr. Chairman:** As I said earlier, there is no programming in unofficial languages by TVOntario. What the question may be is what percentage of programming may be dealing topically on cultural minorities? That is information I am sure Dr. Parr could provide you with. But multilingual broadcasting does not exist.

**Mr. Cornell:** Sometimes, as I understand it, for international sales, they have redubbed, as is done in many films, a different sound track in, say, Portuguese or Spanish.

**Mr. Ruprecht:** Mr. Chairman, could I ask the minister what he feels about that? Under his ministry really, we have the multicultural fact of Ontario assembled. I am wondering if he thinks just as 17 per cent of the total programming is in French, should there not be under his ministry recognition given to other language broadcasting? I have received many phone calls that indicate the desire of some of the multicultural groups, in this city especially, to have access to the publicly funded institution.

**Hon. Mr. Baetz:** I am sure we can get into this in more detail tomorrow when Dr. Parr is here, but for the time being, as was indicated earlier, the policy is that only the two languages, French and English, should be used on TVOntario.

One of the problems in broadcasting in other languages, I have heard it said from the experts at TVOntario, is the way the network is hooked up now. There is no local programming. What is sent out from Toronto cuts across the network and appears everywhere at the same time. There may very well be an area where, because of a very high Italian, Ukrainian or German population or whatever, the population might very well warrant programming in that language. But other areas would have a very small percentage of the population that would be able to understand it.

5:20 p.m.

That is one argument that is used. It does not, I suppose, deal with the basic principle that TVOntario should reflect, as we say it does, the cultural makeup of this province. Obviously, that includes the linguistic makeup.

We have had the same difficulty with finding a fair balance on French and English languages. As you know, at the present time TVOntario broadcasts only in French on Sundays. There are a lot of people, nonfrancophones, in Ontario who say, "That's terrible." That's the day they watch TVOntario and they cannot have TVOntario in their own language. Others will say that is not nearly enough French-language service.

The Council for Franco-Ontarian Affairs had recommended at one time—and I suppose they would still stand with that recommendation—that we should set up a mini-network, a French-speaking network, at TVOntario that would run along the Ottawa Valley up into northeastern Ontario. So far that has certainly proven not to be feasible because of the costs involved. But tomorrow Dr. Parr would be very happy elaborate for you and others on the committee more of the thinking that has taken place internally.

I cannot argue on the principle of the thing, that there should be more programming in other than French and English. A person cannot argue against that. But when we get down to implementing that policy or those principles, then we run into some real technical difficulties.

**Mr. Dean:** I just have a general question with regard to all these transfer payments on page 105. What was the process gone through by the ministry staff in arriving at the figures?

I will explain why I am asking the question. I was a member of the board of the Royal Botanical Gardens for some years. I know they always got considerably less than they asked for

in terms of support on the operating portion of their budget. I wonder just how the figures were arrived at for all these payments.

**Mr. Chairman:** Transfer payments. Mr. Dean, on what page?

**Mr. Dean:** Page 105. The Royal Botanical Gardens is a unit I happen to know a little bit about. I am wondering in a general way how the proposals come in at the levels they do here for these transfer payments. Do you slice everything by a certain percentage? Do you give item-by-item scrutiny to everybody's proposal, or just how do you arrive at the figure?

**Hon. Mr. Baetz:** Perhaps Mr. McCullough would wish to speak to this as well. For the last several years we have had ongoing discussions on our level of support for the Royal Botanical Gardens, particularly with Mr. John Sheppard, the outstanding chairman, and Dr. Laking, the director. I can say that after a good deal of consideration and soul-searching we have been able to provide them with the level of support they have indicated to us is at least manageable.

Once again this past year they were able to end the year with no deficit. The Royal Botanical Gardens, like any other agency, could use much more money and no doubt spend it wisely and spend it well. But they recognize that our funds are limited. At the moment, it can be said quite properly that the level of our support is adequate to meet their needs, both for the garden and for the labs. Of course, at the time that the labs were developed there, the costs went up. At that particular time, the provincial grants went up accordingly.

I just spoke to Dr. Laking a few days ago and also to Mr. Sheppard. They gave me the good news that this year once again the gardens had been able to come through without a deficit because we gave them some additional financing, as you may know, during the course of the year.

**Mr. Dean:** Yes, I know. Even with that welcome small supplement, however, the budget was balanced only at the expense of cutting back on certain things. Of course, that is not new to government agencies. I am still not quite sure how you and your staff arrive at the decision that the right figure for any of these is as listed here.

**Mr. Chairman:** Perhaps Mr. McCullough

would like to comment on this. I am referring to the minister's suggestion that you probably would like to comment.

**Mr. McCullough:** Is that what the minister is suggesting also?

**Mr. Chairman:** Yes.

**Mr. McCullough:** Mr. Chairman, the arts services branch has a liaison committee that meets regularly with the senior officials in each of the agencies and it becomes very familiar with the agencies' needs. When they submit their budgets, we go over these budgets, take a look at them and make decisions based upon the conversations we have had throughout the year on what is possible and what can be lived with.

Anybody who does any arithmetic will find that each of the major agencies has received a somewhat similar increase this year. This is not always so. Problems that were particularly vexing were responded to in the past. But this year each of them has about the same percentage increase, which we hope will be sufficient to avoid deficit positions at the end of the year. That is not to say we do not realize there are problems and we do have to get together with them and try to find ways of solving these problems as we go through the year.

For example, it has been suggested that the Royal Botanical Gardens are so popular and so welcome in the Hamilton area that perhaps people would not mind making voluntary contributions to the RBG if they knew they were needed—and we know it is needed—and if there were some more organized way of doing this. We have suggested to them that they apply for a Wintario grant which would design some sort of acceptable way to solicit donations without looking as if we were soliciting them too obviously.

That is the sort of assistance we try to give and the sort of analysis we try to make in coming up with these recommendations.

**Mr. Chairman:** You could not ask for a clearer answer, Mr. Dean.

**Mr. Dean:** I think he is saying, "Lift yourself by your own bootstraps."

**Hon. Mr. Baetz:** As a final comment, the very expensive part of the Royal Botanical Gardens is the part that nobody ever sees, the labs. If you were to ask local people to contribute to the labs, I am not sure how successful you would be. If you asked them to contribute to make the gardens greener and more beautiful, your success rate might be pretty good.



**Mr. Di Santo:** Mr. Chairman, I would like to go back to TVOntario for a moment, and I will not ask technical questions. The minister said before that he does not interfere directly in the type of programs that TVOntario airs, but I do not understand his reluctance to at least consider the possibility of having programs in languages other than French and English.

**5:30 p.m.**

As I said yesterday, the purpose of TVOntario is to foster the multiculturalism we talk about and I think this is one of the ways to achieve that goal. From my point of view, if we really want to build a multicultural society, we should also have some tools to achieve that. One of the tools is to have the different sectors of the Ontario population understand each other. If we want the ethnic groups to understand Canadian culture and traditions, they should have a tool in order to understand it. On the other hand, I think the other Canadian groups, the French and English, should understand that the ethnic groups that are here in Ontario are here to stay. Right now the TV programs do not respond to that need.

In the past I asked the minister this. He gave me an answer—it was a written question—and he can check it because I do not think there have been many developments since then. Programs directed to the ethnic groups are a very minor part of the total programs of TVOntario. The government should do more in that respect. It should be a policy of the government. There is a policy, of course, that TVOntario should follow your guidelines, but there are no guidelines now.

Why, for instance, is it impossible for the minister to direct TVOntario to have an ethnic section like the French section so that within that section it can work toward developing programs directed to the various ethnic groups and, at the same time, have programs that reflect the ethnic reality of Ontario? I do not understand your reluctance to engage in this type of process. It would be fruitful for Ontario.

**Hon. Mr. Baetz:** Mr. Chairman, I have no argument or disagreement whatever with Mr. Di Santo's basic philosophy. Ontario is a multicultural society. Some of our public institutions should reflect that multicultural society. We have said that to TVOntario and we have had many discussions with them as to how best that policy can be implemented.

Having said that, there are some very difficult, practical, technical questions. As I indi-

cated earlier, I am not so sure how effectively we can use the mechanism of TVOntario as the TV medium to reflect more of that multicultural society. The route might be through different mechanisms. For instance, here in Toronto we have established a multicultural or a multilingual TV station. At that time, my ministry was very active in supporting that application to the Canadian Radio-television and Telecommunications Commission. Mr. Grande smiles, but the station is there.

**Mr. Grande:** But at the same time the Ministry of Transportation and Communications was against it.

**Hon. Mr. Baetz:** All right. I find it rather interesting that the federal government, with far greater resources than we have in this government, has a comparable multiculturalism policy. It even has, as you pointed out yesterday—or someone here—a Minister of State for Multiculturalism. I think they are sincere about this. I am not cynical about their expressed views on multiculturalism.

Having said that, why, with their greater resources, do they not use the Canadian Broadcasting Corporation far more than they do? They use it in virtually no way to carry on broadcasting or provide programs in other than French and English. I suspect they would come back and say, "Well, there are some very difficult technical questions."

I hope Mr. Di Santo will direct those questions to Dr. Parr tomorrow. I suspect I know what the answer will be. Maybe there will be some new answers and maybe I will learn from them as well. But, I can assure you, it is not something we are not interested in, or that we do not try to advocate.

**Mr. Di Santo:** Language apart, let us talk about the content. I think there should be a mechanism. I do not have the final answer—I do not think there is anybody who has an answer to such a complex problem—but what I am saying is that I see a reluctance on the part of your ministry to engage in developing a process in that respect. I suggest that perhaps an ethnic division could be where these problems could be discussed and possibly solved.

I understand the complexity. I am not saying it is an easy problem. But I think there should be a definite policy by the government because they lack a policy. I do not doubt for a moment that they are sincere and that they really want to do something in this respect, but if there is no clear policy I think their action is very limited.



Then they have to rely on what they think is good and what they think is useful. I ask that you give consideration to doing something rather than relying on general statements of goodwill and sincerity.

**Mr. Chairman:** If I may comment, I believe there will be some recommendations in this area, in the area of TVOntario and its programming, coming from some of the advisory councils. I am sure the minister and the government will be studying them.

**Mr. Kolyn:** I have a question for the minister. I watch TVOntario quite regularly. There are programs I like and programs I dislike, but that is not what I am here for. The other day I was watching a program with Colin Vaughan, the political commentator. I believe one of his programs is on futurism. In discussing futurism, we get a little mixed up in politics sometimes. Since he is a TV commentator here, do we have an arm's-length relationship? Who says whether it is arm's length or not? Is there not a little bit of a conflict of interest in our having that program since he is here at the Legislature all day?

**Hon. Mr. Baetz:** No. We have the arm's-length approach and I think that is the only way it should be, whether with the Ontario Arts Council or TVOntario. From time to time, we have had our debates with TVOntario on specific programming, but in the final analysis it was always clearly understood that their decision would be the decision that would carry.

I suppose that in this particular instance somebody up there feels that Vaughan is the man who can tell the tale the best. I do not know. It would be very interesting question for you to ask Dr. Parr tomorrow—and I hope you will—who up there thinks this gentleman has all of the magic requirements to make him the choice for commentator rather than someone else.

**Mr. R. F. Johnston:** Mr. Chairman, I apologize. I do not know what has been dealt with up to now, but I was in Ottawa at a funeral. I apologize for coming in late. I would like to ask a couple of questions about TVO that I will also pose to Dr. Parr later on, but I think they are policy matters. If they have been covered, just tell me immediately.

One of the things that concerns me about the increases that I see given to TVO is that I am not sure just what sort of range is going to be provided for expansion of the in-house productions that are already going on or that are not being undertaken by TVO at the moment. Is it

the policy of the minister to expand production at TVO or to increase the amount that is being purchased from abroad or from outside of TVO? That is one question. I am a little concerned that we may start to diminish the amount of stuff we are doing there.

**5:40 p.m.**

The other thing is something I have noticed once or twice on TVO, but which is very popular now in the United States on the Public Broadcasting Service, namely, the notion that private enterprise should take part in the subsidization of films on an educational authority. It seems to me there are some philosophical questions that arise from that in terms of the independence of the network and the integrity, in part, of some of the kinds of issues that might be dealt with. If Imperial Oil is dealing with something which has to do with energy concerns, I think you might get a particular kind of slant that would concern you.

That is one question of the two questions I have on programming. The third would be that last year there was a fair amount of labour difficulty at TVOntario in terms of some of the contract people who were not on staff and who picketed for a number of months. I do not think it was ever resolved. With the percentage increase I see here, do you foresee that exacerbating the labour problems at the Ontario Educational Communications Authority in the next year?

**Hon. Mr. Baetz:** There is no doubt that the increase is such, especially in the light of inflation, that they are not going to see an expansion at TVOntario; certainly not if they rely entirely on these grants. That is precisely what we do not want them to do. For quite some years now we have been encouraging TVOntario to seek supplementary funding from the private sector.

For some years TVOntario was quite reluctant to seek corporate funds for the very reason that you have just indicated. In other words, their argument was that if they got money from Imperial Oil or Shell or wherever, that could tend to skew the kind of programming they do. Maybe there is always some truth in it. If one were to get a grant from Shell Oil to do a public affairs program on energy, the chances are one might get something slightly less than objective. But I would suspect that if Shell Oil puts on *Aida* or any of the other operas, *Aida* is going to be *Aida*.

**Mr. Grande:** An Italian version?

**Mr. Chairman:** That is the way to get your multilingual broadcasting.

**Hon. Mr. Baetz:** There we are; we've just found the solution.

The public broadcasting groups in the United States do not feel the corporate infusion of funds has skewed their programming. I think you will see more of that within TVOntario. To get on to your other question, that will be one of the ways in which TVOntario will be able to do some productions of their own or continue to do some.

We all know that some of the things that TVOntario has produced, particularly in the children's area, is outstanding; it is first rate. We hope they will be able to continue that. They are selling a lot of that, so there is money to be made there. As a matter of fact, their children's programs are used so widely in the state of Georgia that the Georgia governor complained that his kids were growing up speaking with an Ontario accent.

**Mr. Grande:** That's a reversal.

**Hon. Mr. Baetz:** I should say so.

On labour problems, obviously they have their own board of governors. They run the show. They have to deal with their personnel problems along with other aspects of management. My impression is they resolve the issues, certainly for the time being.

**Mr. R. F. Johnston:** If I could come back to the corporate donations, one of the things that concerns me is something I have heard recently. They have an excellent program, with qualifications, on modern technology called Fast Forward. One of the disappointing features of that particular program is that there is very little in terms of moral questioning about futuristic kinds of developments. Instead, it is just a glorification of the computer age. That is one of the absences in that programming.

I understand that IBM may be the corporate sponsor for that program in the future. Therefore, I question whether or not some of the important kinds of things that should be considered in terms of a move into the information age are going to be dealt with properly in that kind of program. I am not sure they have been dealt with properly up to this point and I am worried, when IBM gets involved, whether or not some of the important questions will be raised.

**Mr. Chairman:** We may have Colin Vaughan as the spokesman for IBM on that program.

I believe Mr. Grande was next. Did you have a question?

**Mr. Grande:** No, Mr. Chairman, I will pass on it.

**Mr. Gillies:** Mr. Chairman, to comment on what Mr. Johnston said, I would think and hope

that what we would like to see from OECA is a good balance of programming, rather than necessarily some form of censorship or overriding concern with the content of any specific program. While I may not necessarily agree, for instance, with a glorification of technology, I think it is within the right of the producers of that program to produce a program which is technologically oriented, but it is the responsibility of the authority to ensure that other programs are addressing other concerns and perhaps the moral issues and such. I would not like to see an agency of the government getting into a very intrusive censorship role in individual programming.

**Mr. R. F. Johnston:** I was not suggesting that in the slightest degree. I was saying that the danger of having corporate involvement directly in something where there is a vested interest, as in the case of IBM right now in the glorification of the expansion of information systems, is that you may get what I consider lack of education or a failure on the part of the programming that is going on there. It is like Imperial Oil doing something on energy. We get a distortion. We get a vested interest outlook, rather than getting what we had hoped we would get, which would be a relatively objective educational role for TVOntario.

**Mr. Gillies:** With respect, you did say that the one program was taking a technological viewpoint to the exclusion of moral values. I would just question whether the authority should be intruding into the work of the producers and directors to that extent.

**Mr. R. F. Johnston:** It is not a one-shot program. It is a series that has been on now for two or three years.

**Mr. Chairman:** Could we leave item 1, pending Dr. Parr's comments tomorrow, and perhaps move on to item 2?

**Mr. Di Santo:** I have some questions on item 1 on the Art Gallery of Ontario.

**Mr. Chairman:** Fine.

**Mr. Edighoffer:** On item 1, I note here that we are going to send a cultural representative to Ontario House. Have we one there now?

**Hon. Mr. Baetz:** We have one there now.

**Mr. Edighoffer:** Who is it? How much is he or she paid?

Interjection.

**Mr. Edighoffer:** What does she do?

**Mr. McCullough:** Her name is Diana Jervis-Read. She tries her very best to promote the

cultural reality of Ontario to the benefit of Ontario and to try to persuade the United Kingdom and the economic, cultural and commercial infrastructure of England that Ontario is as good as we all think it is from a cultural standpoint as culture ties in with commerce and finance.

**Mr. Edighoffer:** How much is she paid?

**Mr. McCullough:** I am not quite sure of her salary. I think it is around \$30,000 a year, but I can get the exact figures for you.

**Mr. Di Santo:** For the Art Gallery of Ontario there is an increase of 7.9 per cent, I take it. Just recently the chief of administration of the Art Gallery of Ontario, Mr. Norman Walford, said that unless they had at least a 10 per cent increase they could not maintain the present level of programs and staffing. The union has been quite disturbed by the cutbacks. There are problems in the expansion of the voluntary participation in the operation of the Art Gallery of Ontario.

With your allocation, we can see happening what Norman Walford said will happen. There will be a reduction of personnel. I think it will also affect other aspects of the Art Gallery of Ontario, such as organization of major events and appreciations. I ask the minister if he does not think this is a really dangerous situation. I would like to ask how many people the Art Gallery of Ontario will dispose of, what events it will cut off or reduce and how the allocation will affect the activities of the gallery.

**Hon. Mr. Baez:** Both the chairman of the board, Mr. Gilmore, and the director of the gallery, Bill Withrow, are here and I am sure will be able to respond to those specific aspects of your question. I would again simply repeat what I said earlier, that the grants to my ministry and my grants, in turn, to all of the agencies have to be seen within the broader context of total government spending. The grants to the cultural and arts organizations of this province are made on the basis that they are not the entire source of income for these agencies, as distinct from schools and highways.

In the case of the Art Gallery of Ontario, I believe our grant at the present time constitutes about 78 per cent of the income of the gallery. It is not the entire source of income; there are other sources which we will no doubt hear about from the gentlemen involved. In addition to these annual grants, we have been helpful through supplementary grants from Wintario. For example, in meeting some of the very high

insurance costs that brought the van Gogh exhibition here, we helped in paying those, and that provided some relief for the art gallery.

Also, as we indicated earlier, we are now working with the federal government to introduce in this country a system of indemnification. That means that the galleries themselves which bring valuable collections from abroad here for exhibit can avoid the very astronomical insurance costs if the federal government—and it probably will be the federal government—would guarantee recompense for any loss or damage.

I am sure that either Mr. Gilmore or Mr. Withrow would wish to respond.

**Mr. Withrow:** May I say, Mr. Chairman and Mr. Minister, that we thought we were on tomorrow. My controller is not with us, nor is his business manager who is more familiar perhaps with certain aspects of the questions, but we will try.

**Mr. Chairman:** In other words, you are not ready to comment today?

**Mr. Withrow:** Yes, we will.

**Mr. R. F. Johnston:** What did you request as an appropriate budget increase this year?

**Mr. Withrow:** Twenty-five per cent.

**Mr. R. F. Johnston:** And you got 7.9 per cent?

**Mr. Withrow:** So I hear. We have not been informed officially, but that is what I hear.

**Ms. Fish:** I wonder if, in view of Mr. Withrow's comments, he would like to have some other members of his staff available on the questions. Perhaps in consideration of the time being nearly six o'clock, it might be appropriate to put the matter over to tomorrow. Then we could have a fuller discussion and start straight away with all of the people here, rather than having bits and pieces for the next two or three minutes.

**Mr. Chairman:** Is it agreed that we will withhold discussion since it is four or five minutes to six and proceed on the same item 1, vote 3003, tomorrow?

Agreed to.

**Mr. R. F. Johnston:** Is it possible to have the proposed budget breakdown? I asked for information yesterday and I received some, thank you very much. The formula I was given was Art Gallery of Ontario budget, total of \$8 million. Was that their proposal?

**Mr. Withrow:** No.

**Mr. R. F. Johnston:** I thought so. If you have a 25 per cent increase, what I am getting at is that



I would love to see the proposal so that we can see what the staff component was and see whether or not it is going to hurt the staffing.

**Mr. Withrow:** As I say, if we are really going to get into the budget, I would feel much more comfortable if our controller were here. I think we would save time in the long run.

**Mr. R. F. Johnston:** I would like it tabled tomorrow.

**Mr. Chairman:** All right. There is a notice that the controller will be here tomorrow. Perhaps we will withhold any further questions today.

Before we adjourn, I would like to notify the members of the committee that on next Monday afternoon, June 1, Mr. Cassidy's motion of no confidence in the government will be considered in the House. You may or may not know that Mr. Cassidy's motion refers to the Ministry of Health and matters related to health and, therefore, falls under the same policy field as the estimates of the Provincial Secretariat for Social Development, which were scheduled for this committee on the same afternoon.

According to standing order 46(a), "No estimates shall be considered in a committee while any matter relating to the same policy field is being considered in the House." It leaves no option but to hold no meeting on June 1. I have been informed that the government House leader has spoken to both Mr. Ruprecht and Mr. McClellan, the opposition critics concerned.

They are apparently agreeable that the com-

mittee will not be meeting on Monday, June 1, and that we should deal with Bill Pr10 on Tuesday, June 2, and start the estimates on the Provincial Secretariat for Social Development on Wednesday. That leaves us with four hours plus. Perhaps you would prefer meeting at one o'clock rather than two so that we could go on from one until five on June 3. Are there any suggestions?

Interjection.

**Mr. Chairman:** Well, I don't know. You may have a commitment for a candlelight dinner or something at 5:30. It may be a long meeting. It could go on for five hours. We may go from two until seven or 7:30. This is why I think it may be preferable to start an hour earlier.

Interjection.

**Mr. Chairman:** Yes, move it earlier by one hour. Would you suggest that I notify the government House leader that we would prefer one o'clock?

**Ms. Fish:** And are we meeting on Monday then?

**Mr. Chairman:** There is no meeting on Monday because of the no-confidence motion. We will reconvene tomorrow, May 27, at two o'clock.

**Hon. Mr. Baetz:** Mr. Chairman, everybody back there should hear that because some of the agency representatives had the impression we would be meeting in the morning.

The committee adjourned at 5:59 p.m.

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Cohen, R. I., Director, Communications Branch

Cornell, W., Deputy Minister

Joakim, M. C., Director, Personnel Branch

McCullough, J. D., Assistant Deputy Minister, Arts, Heritage and Libraries Division

Ormsby, W. G., Archivist of Ontario

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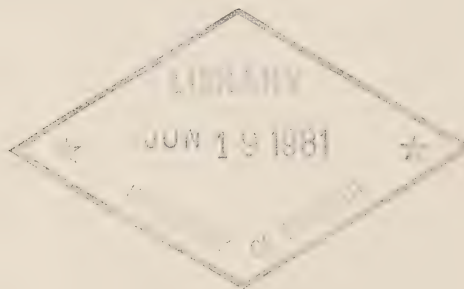
No. S-3

# Legislature of Ontario Debates

## Official Report (Hansard)

### Standing Committee on Social Development

Estimates, Ministry of Culture and Recreation



**First Session, Thirty-Second Parliament**

Wednesday, May 27, 1981

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Wednesday, May 27, 1981

The committee met at 2:08 p.m. in room No. 151.

### ESTIMATES, MINISTRY OF CULTURE AND RECREATION

(concluded)

**Mr. Chairman:** I see a quorum. I call the committee to order. We finished off yesterday on vote 3003, item 1, cultural development and institutions. I believe the minister would like to begin by commenting on some of the questions which were raised yesterday.

**Hon. Mr. Baetz:** As a matter of fact, I thought we would go straight on with TVOntario, Mr. Chairman.

**Mr. Chairman:** All right.

**Hon. Mr. Baetz:** I will get back to the other comments later on.

**Mr. Chairman:** Thank you for your co-operation, Mr. Minister. We have until six o'clock today.

We ask you to join us, Dr. Parr. Please have your assistants come up with you and introduce them.

On vote 3003, arts support program; item 1, cultural development and institutions:

**Dr. Parr:** I would like to introduce Don Brookes, who is the managing director of finance and operations. David Walker, the executive director, will be here in a moment. He has just been called to the telephone.

**Mr. Chairman:** I have to apologize. We do not have until six o'clock. We have just a little over three hours, so we will be here until 5:10 p.m. Are there any questions for Dr. Parr? Mr. Di Santo, I believe you had a number of questions and had expressed concerns yesterday about TVOntario.

**Mr. Di Santo:** Yes, I have a number of questions. I was interested in having a reaction from the ministry in terms of policy. If I understood correctly yesterday, the minister said there are technical difficulties in setting up new programs in addition to existing TVOntario programs. I would like to know how many multicultural programs you aired last year and how many are scheduled for this year.

**Dr. Parr:** Mr. Chairman, that was a question on the Order Paper a little while ago.

**Mr. Di Santo:** Yes.

**Dr. Parr:** We answered that. During the period 1975 to 1980, there were 867 broadcast hours of programs in which we could define a multicultural content. I think we explained this is somewhat difficult. While those programs have a particular direction of multicultural intention, we trust that all our programs have a general community intent so that many facets of the province and of life in general are reflected in them.

We went on to indicate that in 1980 there were 31 programs of 16 production hours and one hour of acquisitions which could be specifically defined as multicultural. We described the program which included People Patterns—Journey to Cairo, A Sense of Family, A Journey through India; a program from Behind the Shield; some programs in Speaking Out; and an acquisition, Outcasts on the China Seas. There are a number of programs in series such as The Real Story and A Different Understanding, which relate to multicultural matters too. We have more programs planned for 1981-82.

**Mr. Di Santo:** What would 31 programs be in terms of percentage of the total programming?

**Dr. Parr:** It represents 16 hours—I will have to rely on your mathematics—probably repeated two or three times, and we broadcast throughout the year. I can do the sum, but I do not want to take my attention away from your question.

**Mr. Di Santo:** It is a small percentage in any event.

**Dr. Parr:** Yes, it may appear to be so.

**Mr. Di Santo:** Yesterday I was trying to get an idea from the minister of whether there is a possibility of creating a focus in TVOntario on multicultural programs. I do not want to repeat what I said yesterday but, in my opinion, TVOntario is one of the channels through which we can foster the idea of multiculturalism. I thought that if you had an ethnic division perhaps, like your French division, this goal could be reached more effectively.

**Dr. Parr:** I recognize that that argument can be made. Our current policy, however, reflects

reflects a different point of view, which is that we hope all our programs reflect the multicultural nature and attendant interests, concerns and problems of the province, the country and the world. If you watch our programs, you will find that those which do not obviously deal with a multicultural situation will have as their cast people who represent different ethnic and national backgrounds. We do this very consciously.

**Mr. Di Santo:** With all respect, if we had Mr. Bassett instead of you, he would tell us that his programs reflect the multicultural structure of our society. The media in general are interested from time to time in certain aspects of our society and they reflect it. What I am suggesting is something completely different. I would like to have as government policy a reflection in your programming of the multicultural reality of our society. I would like to have a mechanism in TVOntario which does not exist at present. Your programs reflect the reality of this province, and in that sense they are multicultural.

**Dr. Parr:** I have to tell you it is not our intention at present to have such a division in TVOntario. It is our intention, however, to continue programming as we have in the past and to have programs which specifically reflect the multicultural nature of the province. I hope that you have watched People Patterns.

**Mr. Di Santo:** Do you have any specific projects or just a general idea?

**Dr. Parr:** There are both. If you watch any of our programs, you will see people who are obviously from all ethnic and national backgrounds, whether the program deals with economics or whatever. Then there are the specific ones that I mentioned which attempt to deal with the multicultural context of the province.

People Patterns is perhaps the most recent one. It evolves out of the kind of conversation which we are currently having, out of our awareness that we might do other things, such as move around the province, meet with people and talk to them about their particular experiences. We have other projects of that kind in mind.

**Mr. R. F. Johnston:** We recognize there are something like 400,000 to 500,000 francophones in the province.

**Dr. Parr:** Yes.

**Mr. R. F. Johnston:** You have a French section.

**Dr. Parr:** Yes.

**Mr. R. F. Johnston:** There is a fair amount of French programming.

**Dr. Parr:** Yes.

**Mr. R. F. Johnston:** There are approximately that number of Italians in Metropolitan Toronto.

**Dr. Parr:** Yes.

**Mr. R. F. Johnston:** If you consider the people who use another language as a working language in the province, they outnumber the francophone population. We have gradually over the last number of years started to give that reality a little more recognition in the Legislature in terms of things like approving heritage language programs.

Do you not feel that the Ontario Educational Communications Authority is lagging in its programming? If you look at something like The Real Story, which you used as an example of reflecting some part of the multicultural reality, you will find that only a tiny percentage of the programs produced in that series had much of a multicultural content. Mostly it deals with economics, oil, the military and that kind of thing. Do you not feel that you are not reflecting the provincial mosaic in a sufficiently strong way?

You have a French division and you recognize that fact. You do not have, as I recall, any programs which are done in languages other than English and French.

**Dr. Parr:** No. We certainly do not broadcast in any language other than English and French.

**Mr. McClellan:** And you have no plans to develop a multicultural component.

**Dr. Parr:** We already have a multicultural component.

**Mr. McClellan:** When we are talking about multicultural component, we are talking about it in a broad sense.

**Dr. Parr:** We have no plans to broadcast in languages other than the two mentioned.

**Mr. Di Santo:** May I ask a supplementary to that question of the minister?

**Mr. Chairman:** Have you finished your questioning, Mr. Johnston?

**Mr. R. F. Johnston:** I was merely asking a supplementary to Mr. Di Santo's question. My line of questioning will be different.

**Mr. Chairman:** Go ahead, Mr. Di Santo.

**Mr. Di Santo:** I would like to be able to understand what the major difficulty is in broadcasting in other languages. Is it technical or is it a political determination of the government?

**Hon. Mr. Baetz:** It is not a political issue at all. Dr. Parr can correct me if I am wrong here, but

when we applied to the CRTC for our licence for TVOntario we talked about broadcasting in two languages, French and English. We have no authority at the present time to broadcast in other languages.

**Mr. McClellan:** Have you asked for that authority?

**Hon. Mr. Baetz:** Not yet. The technical reason, as I indicated yesterday, and Dr. Parr can speak to it further, is that in the way we are set up right now everything goes out to all stations. We do not broadcast or produce programs locally.

While it might be desirable in some communities with a substantial ethnic community in the population to have broadcasting in languages other than French and English, I suspect that there would be a lot of other areas where they would say why do that? I think the difficulties are more technical than political.

2:20 p.m.

**Dr. Parr:** That is very true. I very much appreciate the point of view which is being put forward, but I think that our view, which does not contradict but is different from the one expressed, is that we would rather try to bring to all the people of the province, whatever language they speak, some of the cultures and views of the many ethnic groups that go to make up the province. We do that by broadcasting in the two major languages which are spoken in the province. I feel that by People Patterns being presented in English, there were many English-speaking people who learned of people of many other nationalities. Had the program been presented in a different tongue, those viewers would not have been present to have learned in that way.

**Mr. McClellan:** It is not at all an either/or proposition.

**Dr. Parr:** No, I realize that.

**Mr. R. F. Johnston:** Has it been a matter of resources? Is it a matter that you have discussed it but do not have the resources to do it, or have you decided not to?

**Dr. Parr:** It has been discussed. It would be extremely expensive because it is not simply a matter of translating. One has to develop programs which relate to that particular ethnic group. In order to do that we would have to have a critical number of staff who could determine that what we were doing was educationally correct. There is a financial constraint which would really apply.

**Mr. Chairman:** On a point of clarification, Dr. Parr, I just wondered if perhaps the committee would be aware of the fact that there have been films shown on TVOntario in languages other than French and English with English subtitles. I believe there may have been some films of international scope.

**Dr. Parr:** Yes, that has happened and I should have mentioned it.

**Mr. Chairman:** If you do not have any more questions, Mr. Johnston, we will proceed with Mr. Ruprecht.

**Mr. R. F. Johnston:** I was just asking a supplementary for Mr. Di Santo. I would like to ask my own questions if I could at the moment.

**Mr. Chairman:** Thank you. Mr. Ruprecht.

**Mr. R. F. Johnston:** I would like to ask a question. That is what I am saying.

**Mr. Chairman:** Are you continuing, Mr. Di Santo?

**Mr. Di Santo:** No.

**Mr. R. F. Johnston:** Therefore, the next in order would be myself, as I understand it. Can you tell us what budget increase you requested this year that would apply to this ministry?

**Dr. Parr:** We requested the inflationary increase.

**Mr. R. F. Johnston:** Did you get it?

**Dr. Parr:** At the time we made the request, the inflationary increase looked like 9.7 per cent. We received 7.9 per cent from this ministry.

**Mr. R. F. Johnston:** Last year there were some labour difficulties at TVO in terms of the number of contract reductions.

**Dr. Parr:** I think it was in the previous budget year that the National Association of Broadcast Employees and Technicians local, which reflected the part-time people, went on strike for some time. That was settled during that year. That has not happened in the past year.

**Mr. R. F. Johnston:** Do you foresee having difficulties this year with an increase which does not reflect the inflation rate?

**Dr. Parr:** Yes, we do. As you know, our revenues from government come from two basic grants, from this ministry and the Ministry of Education. The grant from the Ministry of Education has been consistently less than the inflationary increase. We hope we can make adjustments without causing individual strife. That is awfully difficult. We have been fortu-



nate in that ahead of time we held on attrition and people have been shuffled, although I am sure there are going to be some problems.

Quite a bit of our work is done by contracting out. That will be reduced. We are very fearful with respect to the integrity of our programming. We do not see at present that there are going to be intensive labour problems or industrial relations problems as a result.

**Mr. R. F. Johnston:** Do you perceive that you may have programming problems in terms of what is produced by TVO in comparison with what you purchase?

**Dr. Parr:** Yes, this is our major problem. Each year we are producing somewhat less than the previous year. This reduces one's integrity as one looks around for co-production possibilities and also reduces one's potential for sales. This is our greatest worry.

**Mr. R. F. Johnston:** I realize you have learned very recently about what this increase will be and, therefore, probably have not had a chance to discuss it very much, but do you have any idea as yet what the impact will be in terms of the ratio of what is produced by TVO as compared with what is purchased? Do you have any idea as yet as to what this increase will mean?

**Dr. Parr:** May I ask Don Brookes to comment?

**Mr. Brookes:** By way of background, the total amount of production acquisition by TVOntario over the last four years has been approximately 1,000 hours per annum. The amount we have produced has declined from approximately 650 hours to about a small amount under 500 hours. The ratio has shifted roughly from 60 down to 50. We would hope in this production year that we can maintain the 50-50 ratio of production to acquisition hours.

However, in the budgeting for our production our dependence on revenue other than grants has increased substantially. In terms of our direct production expenditures, our own initiatives will account for about 40-odd per cent of the moneys available to carry out our production target at roughly 1,000 hours a year. That compares to about 30-odd per cent in the previous year. In order to maintain the integrity of our programming capability, we will be and have been pursuing aggressively steps to supplement our government revenues which are somewhat below inflation by our own initiatives.

**Mr. R. F. Johnston:** I presume part of that

would involve sales of programs that are in demand and part of it would be a matter of co-production and corporate sponsorship.

**Mr. Brookes:** Right.

**Mr. R. F. Johnston:** I have some difficulties, which I expressed in committee yesterday, about the notion of a major move in terms of the percentage of corporate involvement in your programming. I used as an example the program Fast Forward on computer technology being sponsored by companies like IBM and the kinds of values therefor—I was just projecting that as a scenario—which might be developed if that were the case. Have you made any presentations to the minister about what you think would be an appropriate proportion of your production funds which should be carried by ongoing ministerial grants, rather than being picked up by grants on an ad hoc basis from the industrial sector?

**Dr. Parr:** Yes, we have. May I introduce Sandra Birkenmayer. I am afraid that David Walker has been called away on a matter. Sandra Birkenmayer is general manager of corporate development.

On the basis of a study done for us by Hickling-Johnston Limited just over two years ago, which we presented to the minister and to the Minister of Education, the general recommendations were that if we were to recoup what we had already lost in terms of our production potential we would have to anticipate that the grants from those two ministries would equal inflation, while our own developed revenues from other sources, which may have been from governments and the corporate sector and sales and by any other means, would increase from the level which two years ago was about 12 per cent to something which was about 35 per cent by the end of the fifth year. We have exceeded the expectation with respect to our development of funds from the corporate sector and in sales and by co-productions and so on.

**Mr. R. F. Johnston:** I have a concern in this that by your success in that area you are preparing a disincentive, if not a deterrent, to the ministries to maintain their budget involvement. The more success you have there, the more likely we are going to see a continuation of the below inflationary amount coming to you.

**Mr. Gillies:** Are you afraid we will save the public some money?

**Mr. R. F. Johnston:** No, I am worried about what I talked of yesterday which, as you know, is that this no longer is a provincial, nonpartisan

authority, but becomes an authority which has too much of an involvement with certain vested interests which are beyond the control of this Legislature or maybe even the authority.

**2:30 p.m.**

My concern is that if this is a provincial government-sponsored network which we feel is important for the cultural development and educational development in our province, then we had better keep a damned good vested interest in it. What we are seeing is a steady erosion of that. That is what I am concerned about.

I would like to turn to the minister and ask him whether or not we can expect to see at least the inflation rate maintained in the next number of years instead of the shortfall allowing the private sector to pick up the slack.

**Hon. Mr. Baetz:** I am not prepared to predict what will happen in 1982, 1983, 1984 or 1985. We do not have those projections with us. I can only tell you that our commitment to TVOntario as a very important cultural institution in this province will continue.

Having said that, we have always stated that we see this as a partnership. We really do believe that TVOntario can and should anticipate and get some additional funding from the private sector. I do not think there is the kind of quid pro quo built into this thing that you suggest, that if TVOntario manages to get an additional grant from the private sector, we automatically reduce by an equal amount. We are not proceeding on that basis at all.

**Mr. R. F. Johnston:** What is the basis for 7.9 per cent?

**Hon. Mr. Baetz:** The basis for 7.9 per cent is that is the amount of money we had to deal with and, as I indicated yesterday or the day before, it is certainly a lot more than we have allocated to the ministry's operations, which is something like 2.4 per cent. That is the reason for the 7.9 allocation. I think that has to be seen within the constellation of priorities set within the ministry and, in turn, the priorities of the ministry have to be seen within the total constellation of government priorities.

**Mr. R. F. Johnston:** Do you have a minimum percentage below which you would not allow government involvement to drop? Have you discussed that kind of thing or are you just playing this by ear in terms of your budgetary constraints each year?

**Hon. Mr. Baetz:** We are not playing it by ear at all. I think that you and I and everyone in this

room know that government revenue comes from but one source. We have heard you and some of your colleagues talk about additional taxation measures which are necessary. Unless you are prepared to tax further to increase revenue in that way, you are going to have to stick within the means we have at the present time.

I really feel that although an eight per cent increase has not altogether kept up with inflation, it is certainly one that will not mean that TVOntario is suddenly going to deteriorate to a second-rate organization. I think we are all very proud of the work that TVOntario has been doing. It is certainly one of the finest—and some people would regard it as the finest—of the public broadcasting media in the world. There are very few jurisdictions, incidentally, like Ontario that have an authority similar to TVOntario.

**Mr. R. F. Johnston:** Exactly, and that is why we would rather not see it go. My concern is not with the quality of TVO, which I think is good and which I obviously watch or I would not know these programs I am talking about. I am just saying, Mr. Minister, you are not worrying about it, but I heard Dr. Parr question whether or not the integrity of the locally based program production may be a bit in jeopardy.

What is your view, Dr. Parr? At what point is the integrity damaged in such a way that it affects your overall production? When does that occur?

**Dr. Parr:** I have to repeat that we do depend upon the grants from two ministries, only one of which is being considered here and on which we received almost eight per cent.

The review which was made by Hickling-Johnston, with which we concur, is that by continuing our own improvement in productivity, by increasing our sales, by being scrupulous as we look for co-production and corporate underwriting, and if the amount of money that we get from the two ministries equals inflation, then our integrity is satisfied. If we fall below the inflation rate, we will have great difficulties.

**Mr. R. F. Johnston:** I think that is a very clear message.

**Mr. Ruprecht:** Mr. Chairman, I want to ask Dr. Parr if, in view of some of my colleagues' concerns about the multicultural scene, he is proposing to make, or if he will make, any changes to indicate a greater sensitivity to the programming needs of the multicultural community?

**Dr. Parr:** I do not want to bore by repetition. I feel that the number of programs we produced and acquired over the past year reflected our concern for multiculturalism and the many ethnic groups that make up this province. I trust that all of our programs will respect the diversity of the province in the way in which we make them and the people who make them.

We have not planned any enormous changes in the proportion or in the style. I think the particular change that was made last year was People Patterns, which is going to continue in an intensified way.

**Mr. Ruprecht:** I find that answer a bit unsatisfactory. I do not think that 16 hours of multicultural programming is really going to do the trick. Your authority really is to do as much as possible. Let me indicate here that the Ontario Educational Communications Authority Act expressly directs the board of directors to create such committees it considers necessary to better develop the policy and operations of the authority.

The question I have is do you think 16 hours of multicultural programming by your authority is adequate to reflect the multicultural nature of our community. In your view, is that sufficient? You do not propose any changes?

**Dr. Parr:** This was 16 hours of productions, not 16 hours of broadcasting, and these were programs that were specifically directed through This is Multiculturalism. We find it very difficult to determine from our programs generally the extent of multicultural influence which they may have or the way in which the views of one particular group may be brought to another. It is very difficult to go through the whole library and determine that.

I would be very sorry if we were thought not to be concerned and sensitive to the multicultural nature of the province. I hope that all of our programs reflect it in one way or another.

**Mr. Ruprecht:** Would you be able to tell me then the rough percentage of programming time these 16 hours represent? We know, for instance, from the chairman, who indicated this at the last meeting, that 17 per cent of your total programming is in French.

**Dr. Parr:** That is correct.

**Mr. Ruprecht:** That is what the chairman indicated. There are 16 hours of programming; there may be a few more hours in terms of the actual showing time of these programs by TVOntario. What would that make up in terms of the total time available to you?

**Dr. Parr:** The percentage of broadcast hours, the percentage of hours on the screen, of programs in French, either for first-language or second-language French-speaking people, is 17 per cent, both in the instructional mode and in a mode for the French-speaking community. That is a total of 17 per cent of air time.

**Mr. Ruprecht:** What about the 16 hours I was just asking about? What would that make up in terms of the percentage of programming?

**Dr. Parr:** I can only guess and I may be wrong. I would think that represents—I don't know—about 40 hours of air time over the year. We usually repeat about two or three times.

**Mr. Ruprecht:** What do you think is the percentage?

**Dr. Parr:** I would have to work that out. Would you like me to do that now?

**Mr. Ruprecht:** Maybe I will continue while you do it.

**Dr. Parr:** The reason I am somewhat reluctant—and I know from experience that one should not appear reluctant at these committees—is that we seem to be focusing on the fact that it is only these programs that respect the multicultural nature of this province, and that is untrue. All of our programs respect it.

2:40 p.m.

**Mr. Ruprecht:** I understand what you are saying. Would you say these 16 hours are more than five per cent of your total programming time?

**Dr. Parr:** It is about that, in produced hours, and I suppose the repeats would not change that very considerably.

**Mr. Ruprecht:** I will tell you what I am really concerned with. We have a broad constituency out there. I know I get some phone calls and I am sure those people on this committee who are concerned with the multicultural aspect of our province probably get those phone calls as well. I am sure Mr. Shymko, the chairman, gets these kinds of phone calls.

TVOntario, the authority, is supposed to be providing programming for our society. It is a fact that a large part of this society now is multicultural, not only in the city of Toronto but in Ontario. I am somewhat concerned and I think other members are somewhat concerned that we do not sufficiently reflect that fact. In April 1975, you established a francophone advisory council in order—and this is the quote from your own booklet—"to better interpret and



respond to the needs of French-speaking Ontarians." I think it would only do justice to the large number of Ontarians—maybe a third of all Ontarians—whose mother tongue is neither English nor French to reflect that fact to a greater degree than the five per cent of programming you indicate.

Consequently, I would ask you and then the minister what you think of establishing a multicultural advisory committee, since we have one in French, to be more sensitive to the French fact in Ontario. What would your response be to the establishment of a multicultural advisory committee to help you determine how sensitive you can be to the multicultural community?

**Dr. Parr:** My response would be that I think our regional councils and our board reflect the multicultural nature of the province.

**Mr. Ruprecht:** Mr. Chairman, I would like to question the minister. I am very sorry but I find this totally unacceptable.

Mr. Minister, your ministry has the responsibility to be sensitive to the needs of Ontarians, and that certainly includes over 65 per cent in this very city in which we are sitting. I guess at a later time I will tell you some of my other concerns about the budget and where cuts have taken place, but at this particular point I would like to ask you whether you have considered the establishment of a multicultural advisory committee to better reflect that fact in Ontario, or whether from what you know about the multicultural community you serve you would be prepared to propose changes or make changes so that TVOntario better reflects the multicultural nature of our province?

**Hon. Mr. Baetz:** I go back to the basic principles that we have been talking about, namely, this government's stand and my ministry's stand on multiculturalism. We are committed to the development of a healthy multicultural society here in Ontario. It is no longer a question of whether or not we should become a multicultural society; that is already a fact of life. The remaining question is whether it will continue to be, as it is now, a healthy multicultural society.

Certainly we will always be ready to explore ways and means and mechanisms and instruments and all the rest to enhance this kind of society. I make it a practice never to say never. It may well be that in due course either the ministry directly or our multicultural and citizenship council will recommend to TVOntario

that it take another harder, more specific, look at the possibility of establishing some kind of an advisory committee on multiculturalism to guide TVOntario in its programming on multiculturalism. I know that from time to time such recommendations have been entertained.

Having said all that, I must say there is also some merit in what Dr. Parr has noted. In trying to build this multicultural society, in trying to reflect the various ethnic groups in our society, one way to go about it surely is to make sure that all of our boards and committees have representation from the ethnic communities. I think we had a resolution on this the other day. Our multicultural and citizenship council has already taken steps to make sure the various ethnic groups are represented equally or fairly. Nobody is talking about a quota system, but that at least they are participants in all of the committees. Maybe we need both. I don't know.

**Mr. Di Santo:** In other words, the same thing as the French.

**Hon. Mr. Baetz:** Yes. I do not know, Mr. Chairman, if that answers Mr. Ruprecht's question for the moment.

**Mr. Chairman:** There was a supplementary, but I would like to remind the members that there are other members on the committee who would like to address questions to Dr. Parr. We also have six more votes to go through, and I am sure there are other vote items you would like to discuss more extensively.

**Mr. Di Santo:** I pass.

**Mr. Chairman:** Thank you, Mr. Di Santo. Mr. Ruprecht, if you would not mind, unless you want to go into another area in questioning Dr. Parr, would it be possible to have Mr. Gillies continue?

**Mr. Ruprecht:** Yes, if you will permit me to continue with one more question for the minister after that.

**Mr. Chairman:** All right, one more.

**Mr. Ruprecht:** To the minister, not to Dr. Parr.

**Mr. Gillies:** Dr. Parr, I would like to focus for a moment, on the educational aspect of the station. I would think you see a lot of your mandate as being an educational tool as opposed to straight information or straight entertainment television.

Just to explore for a moment some of the concerns Mr. Johnston mentioned—and I am not sure I necessarily share those concerns—you spoke of scrupulous examination of corporate

underwriting of programming in terms of its financial viability and in terms of the balance of corporate-backed programming as opposed to that which is financed by grants. Do you undertake studies of such programming in terms of what qualities or values it might be inculcating? The classic case, of course, is a program about energy that is sponsored by Imperial Oil.

I said yesterday in committee that I was not particularly bothered about that as long as the station was putting out a good balance of programming. I hoped we would not be taking a 1984-type stand on individual programs and intruding into the directorial or production values of each individual program. Could you perhaps tell us briefly what you undertake in terms of the quality or value of individual programs?

**Dr. Parr:** If I might, Mr. Gillies, I will begin that and then I will ask Sandra Birkenmayer to continue.

To date the programs for which we have sought underwriting have been programs which we have initiated, which we have designed and which we have completed in their design stage. At that point, we see if we can find support for them. I suppose there are other approaches, but because that has been our approach the educational value has been ascertained before we seek the funding.

**Mr. Gillies:** I suspected that. This is a bit of a red herring then, that Imperial Oil walks in with a program and says, "We would like you to put this on, please. Here is your money and thank you very much."

**Dr. Parr:** Yes. None of that happens.  
2:50 p.m.

**Mr. Gillies:** I will scrap that one then.

Are we doing anything in the way of producing television programming that talks back? I see a great future in programming courses which people can take to further their education at home through correspondence or through the new electronic equipment which permits one to talk back to the producers.

**Dr. Parr:** We can answer that at three levels. One is a kind of talking back, which we are already doing through the academy. The latest one was the Parents Academy, in which a couple of thousand enrolled. Their responses to questions are then replied to by a program of computer-managed instruction.

There is another intriguing one which I hope members of this committee will come and watch with us before too long. It is a children's

program called, Today's Special, in which the kids shout at the television screen in response. We do not reply back to them, but it is fascinating to watch how animated they become.

The third way is to rely upon a newer technology through cable connections and through Telidon. We are aware of the potential and we are exploring it. I would be happy if either Mr. Brookes or Mrs. Birkenmayer would take that further. At present, there is not that direct response. However, it is certainly in the technological cards.

**Mr. Gillies:** So there is some research being done in this area that we could look forward to.

**Dr. Parr:** Yes.

**Mr. Gillies:** Finally, I have this comment. You broadcast some very high quality imported programming which would probably not appear on a commercial station. While we want to forge ahead in Canadian programming, I hope that you will continue to bring in some of these excellent programs from Britain, the United States and elsewhere that we may not otherwise see.

**Dr. Parr:** Yes. That is our very firm intention. It is simply that we wish to retain our character by not slipping back too far in our own production hours. But we will always rely very substantially on quality programming from elsewhere.

**Mr. Chairman:** If there are no more questions, thank you, Dr. Parr, and your staff.

**Dr. Parr:** Mr. Chairman, last year we were fortunate enough to be able to entice your committee to come and visit us. We would like to extend an invitation this year for them to come and see us on our home ground.

**Mr. Chairman:** It is not my committee, Dr. Parr. It has nothing to do with the advisory council any more, but I am sure this will communicated to them.

**Dr. Parr:** I meant this committee.

**Mr. Chairman:** I thought you were referring to the invitation extended to the Ontario Advisory Council on Multiculturalism and Citizenship.

**Dr. Parr:** I am sure they will come anyway.

**Mr. Chairman:** Thank you, Dr. Parr. An invitation is being extended to all the members of the committee to visit the facilities. I am sure you will be receiving quality entertainment.

We have representatives of the Art Gallery of Ontario. Perhaps we could proceed now by asking the director, Mr. Withrow, and the staff

to come up. I have Mr. Kolyn and Mr. Johnston listed for questions. We will begin with Mr. Kolyn.

**Mr. Kolyn:** Thank you, Mr. Chairman. Mr. Withrow, in days of high inflation and high interest rates and with the economy in a bit of a slowdown, could you give me your explanation why you feel you need that much of an increase?

**Mr. Withrow:** Yes, sir, I would be delighted to. In August 1980, the finance committee of the board of trustees at the Art Gallery of Ontario instructed us to form our provincial submission so that it would not be in excess of 25 per cent. In order to to that, I would like to take a moment to touch upon the things that were excluded from our staff budget.

**Mr. Chairman:** Perhaps, Mr. Withrow, you would introduce the staff.

**Mr. Withrow:** Yes, I would like to do that, Mr. Chairman. First of all, there is Mr. Gilmour, president and chairman of the board of trustees. On my right is Mr. Norman Walford, chief of administration and corporate secretary, the business manager, if you wish, and Tim Hopcraft, the comptroller.

In order to bring the request down to what we felt was a manageable 25 per cent, we had to refine our plans in a discouragingly downwards manner. Let me in as brief as possible a way touch on some of the things we decided we could not do. We have capital equipment replacement and repair problems and much of the gallery's equipment, ranging from office typewriters to more serious matters of security and environmental control systems, needs replacement. It is getting old.

Likewise, it is impossible to accommodate any of the newer concepts which yield higher efficiency in machinery. We are interested in power processing for the sake of efficiency. It would assist us tremendously in much of our operation. We do not have the money, so we have put that aside. The problem in this is that it gives no new incentives in the administration area at all. We just have to struggle to carry on year after year.

I would like to spend some time, Mr. Chairman, if I have your permission, on the security matter, which really is very serious. In 1980-81, the funding level dictated a reduction in the gallery's security force to what was then perceived as a minimum level. We rearranged the way in which the security was covered and we reduced the number of personnel.

Throughout the past year of very heavy

attendance, it has become obvious that the security level is dangerously near to unacceptable, with both the permanent collection and the plant generally inadequately safeguarded. The perils are not so much theft as vandalism, and I would have to include a strange kind of vandalism which is innocent vandalism. You can love works of art to death by touching them. There seems to be no other way than manpower to look after that.

With the shortfall in required funding, we find it very difficult to increase the security force. I am going to be recommending to the board when it meets next that we will have to reduce the number of public hours. My recommendation will be that we close another day per week, which the board may reject, in order to reschedule the security force to cover this problem.

The heart of the operation, since we are in the business of acquiring art and exhibiting it, is the curatorial department. In the 1981-82 funding, there was no money for a curator of European art. This position has been open for some years. We have approximately 9,000 works of art, roughly 50 per cent of which is non-Canadian.

There is, in other words, no curator in charge of our old masters collection. It is a modest collection in size, but we have every evidence that it is first class. It is international level in quality. I think it is a shame that we do not have a curator to be exclusively in charge of that, but our programming necessitated Canadian historical and Canadian contemporary, and that is where our money has been going.

Paper conservation is a problem in this province, not just at the Art Gallery of Ontario. On June 14, 1979, the board of trustees directed that the gallery add paper conservation capability to the conservation department. This would be a one-time cost of some \$200,000, we thought, to set up additional lab space and another \$50,000 perhaps for equipment.

Numerically, the largest section of the gallery's collection is in its paper, which includes prints, drawings and water colours. Though it is the second largest collection of works of art in the country, it has never had the services of a paper conservator. Ten years ago the paintings conservator, which we are very fortunate to have, went through the collection of works on paper and isolated the large collection of water colours as being in the greatest need, many of them being on nineteenth century wood pulp paper which self-destructs and being glued to backings which were speeding up this process of



disintegration through acidification. I am afraid that nothing has been done in the past decade to ameliorate this situation.

**3 p.m.**

Today the gallery as custodian of an important permanent collection of international quality finds itself in the unconscionable position of having to allow the continuation of this deterioration. We did not really plan it this way. We have become in recent years the leading art museum in Canada and people are looking to us for leadership and to set an example in this regard. We are starting to be very anxious about this aspect of our custodianship.

I do not want to take too long. One other thing which I might mention is staff development and training. About three years ago we had to give that up because we simply haven't the resources to do anything about training. I mention this again in the context of leadership and setting an example.

It is imperative that we plan for the future. I believe that the Art Gallery of Ontario has a responsibility to the rest of the province, and perhaps to the country, to train professional museum workers so that they can work in smaller centres. We just have had to pass that by.

To answer the question as to what factors specifically necessitated the increase of 25 per cent over the base, I cite the following. In 1980-81, \$1.2 million in revenue was budgeted from special exhibition admissions because we knew we had—I do not particularly like the term—blockbusters on our hands that were going to be very popular and that we could charge for them. As you know, we did.

In preparing the provincial submission, such admissions were not forecast for 1981-82 because of the nature and the scheduling of our exhibitions. We have some in the works for 1983 and 1984 because we work three and four years in advance that I hope will bring in revenues. But, as it happens, this season will not bring in those very large revenues.

At the same time, the exhibition program costs decreased by only \$300,000. The 1981-82 budget of some \$1.1 million contained in the submission is comparable in service level to the program in 1978-79, for which costs were some \$300,000. The large increase is primarily the result of cost escalations for freight, catalogue publishing, which involves photography and printing—and I am sure all of you know the percentage increases in those fields—and the much publicized insurance, which reflects spiralling art values.

If I can pause for a second, two or three days ago there was another auction in New York which sent a chill down our spines. We had been negotiating in Europe for a Picasso show from the Picasso estate, things which have never been seen in North America, some owned by Picasso, the artist himself. It would be a very exciting show. At the auction referred to, a very small self-portrait, painted when the artist was aged 18, went for \$5.3 million. I do not have to spell out what that means in insurance for these exhibitions that are planned.

Under salary and wage adjustments, the projected base, as contained in the submission, was some \$3.2 million, which was provision for approximately 10 per cent. Allowance for inflation of nonsalary items, excluding curatorial exhibitions, was \$2.2 million. Provision for inflation of approximately \$189,000 was made.

Over the past few months the gallery developed alternative service levels which could be implemented if the requested funding did not materialize. We have with some agony adjusted our estimates over the last few months, setting them up in order of priority to maintain a balanced budget in the event the increase to our base grant was only seven per cent as rumoured. We have heard this rumour for some time. As you know, I learned yesterday afternoon it was 7.9 per cent. However, the figures that I want to give you, as I conclude, were made when we thought it was seven per cent.

The shortfall, based on the seven per cent, between the required provincial funding increase of 27 and the estimated increase of seven per cent was \$806,500. This was compounded by reductions to the estimated grants from Metropolitan Toronto, \$50,000, and National Museums of Canada, \$35,000.

I have to mention in passing that for the last six years the money we get from the federal government—\$200,000 from National Museums and \$200,000 from the Canada Council—has been fixed. They have made no attempt even to gesture in the direction of inflation. Fortunately, this ministry has tried to do something about inflation for us.

In total, an adjustment of \$891,500 was required to cover the shortfalls. In revising our estimates, our revenue was increased by \$110,000 as a result of the decision to charge a higher admission for specific exhibitions this coming year. There is a point at which it is counterproductive. We simply have a lower attendance. I do not know how that policy is going to fare.

We have, for example, an important nine-

teenth century German exhibit opening on August 1, but there are very few names in the show that anyone has heard of. Whether people will be prepared to pay an extra surcharge to see it is a question.

The balance of \$659,000 took the form of cutbacks which will result in staff layoffs, which we effected this morning, as well as service level reductions. I would like to touch on those because they are going to create a lot of flack for us and, I am afraid, for the minister. Here are some of the more dramatic ones. Our audio-visual centre, which has 65,000 slides and many films and video and which is a lending service mainly to teachers throughout the province, has some 5,500 slides in circulation every month. That will be closed.

Media productions is an internal department that produces audio-visual for educational purposes as a backup to our curatorial activities. That has been cut by three part-time salaries, and I do not think we will be undertaking any new initiatives.

One that I am particularly sad to see cut down is our children's classes in the activity centre. Due to the necessary reductions in staff and program materials, the studio visit program will be reduced by 25 per cent. This lower service level will deprive some 5,000 students of the opportunity to participate in this unique learning experience.

The traditional practice of some 15 years and very important scholarship courses for secondary students will be eliminated. This represents 2,000 student periods of instruction.

**Mr. Di Santo:** Excuse me, I did not get that.

**Mr. Withrow:** Two thousand student periods of instruction. These are artistically gifted children, adolescents, who are identified as such by their art teachers and sent in on what we call a scholarship course because they do not pay.

Elementary tours is another one that I hate to see cut back, but it is very staff-intensive and labour-intensive. A drastic reduction in part-time staff hours will result in 25 per cent or 4,000 fewer students from grades three to eight being able to benefit from a visit to the gallery's collection and exhibitions.

Some of you perhaps know of a very innovative program we call "Hands on". It is an attempt under supervision—and again it requires a lot of staff to watch it—to encourage students to touch art materials so that they get that touch business they learn at the science centre out of their system before they go up to look at the oil paintings which they must not touch. This

program has been very popular. It was designed for children, but it has been popular with adults as well. It will be discontinued.

For many years the gallery has been a leader in staging visual art performances—inter-arts dance, the disciplinary business of music and poetry with art. This is going to be completely discontinued. Public talks in the gallery will be reduced by 50 per cent and special scholarly lectures by 75 per cent.

We have 32,500 members. We believe this is a world record on a per capita basis. The department of communications or public affairs generally, under which membership comes, has been cut by \$70,000, so I do not know whether we are going to be able to hold that membership. It is a source of income, but we have to spend money to make money and we have to communicate with those members. We are going to have to cut back the numbers of our publication, *The Gallery*, which we send to the members.

Information services have been cut back too. We will be advertising less. I think we have the smallest advertising budget of any art museum of our size in the world. I think we spend \$48,000 on all sorts of advertising and we are going to cut that back.

Yesterday it was mentioned that our collection was largely from private donations. With the exception of the last few years when we have had Wintario money, no government money has ever been used and no taxpayer dollars have ever been spent on the collection. The collection of the Art Gallery of Ontario is worth some \$200 million and has been either donated in kind or in the form of money which we have used to purchase works of art.

The book library comes under the curatorial department and is used by the staff and also by outside scholars as well, particularly the universities in Ontario. It has 35,000 books, 20,000 catalogues and 10,000 artists files. It is the best art museum library in Canada. Because of its catalogues, it is a unique resource in all of Canada. It will be closed to the public as of today because of lack of staff. We will be offering a service to a selected list of scholars. They will be given cards to identify themselves and will make appointments to use the library, but it will in effect be closed to the public.

We have had to cancel a number of exhibitions, both in curatorial and in the extension branch. The biggest reduction has been in our major circulating exhibition program here because the scene is a rapidly changing one. Last week I

was in Sudbury and yesterday morning in Guelph. If members of this committee have not visited those two centres recently, they would be amazed at the sophistication of the facilities, the art galleries in those two places. Both are associated rather loosely with universities, the Laurentian University and the University of Guelph in the town of Guelph, but they are serving the larger community.

Their climate control and their professional staff demand a very high level of exhibitions from us. At the same time, we have to recognize that there are some 80 art galleries which we are trying to service in Ontario and there is no way that we can deal with them all. There will be some cutback there.

With regard to extension, I want to stress that we are not cutting the service. Although we are dramatically reorganizing internally on how we produce that service to the province, we are not reducing that level of service any more than any other part of the gallery as a whole. We have had to eliminate some peripheral or fringe things, important as they are, such as the speaker service, and there is a slight reduction to the very popular artists and their work program.

In conclusion, I would like to point out that this is not something that has happened over night. It has been piling up and has been accumulating since the spring of 1978. Including recent amalgamation adjustments internally, as of this morning we have 24 fewer staff than we had in the spring of 1978. Fortunately, 16 are by attrition and only eight by layoff.

**Mr. Di Santo:** What is the total staff?

**Mr. Withrow:** The total staff as of this morning was 175 and as of noon 165. That does not include some part-time staff because we have extra people who come in for the restaurant. The education department uses regular full-time, part-time and security on occasion. This morning we had to lay off eight full time and change four full-time to part-time.

**Mr. Chairman:** If I could simply comment, could you provide—and I am sure this will be appreciated—a clarification of the reasons for the 20 per cent increase? You mentioned a figure only for the paper conservation area of \$200,000. I am sure the members of the committee would appreciate it if you had any figures for capital equipment replacement and for the increased security. Is there a figure, for example, of the damage as a result of vandalism or the cost of a new curator or staff development training? Would you perhaps have any figures for that?

**Mr. Withrow:** Mr. Chairman, you are touching on the things that we removed from our plans before we submitted the request for 25 per cent.

**Mr. Chairman:** In other words, you have no figures for that area?

**Mr. Withrow:** All those things were above the 25 per cent. We have some figures but they are ball-park figures.

**Mr. Chairman:** Is there any cost for damage from vandalism which you would have?

**Mr. McClellan:** Have you left the chair, Mr. Chairman?

**Mr. Chairman:** If the members agree, we received and the members requested figures from the art gallery earlier on your expenditures. I just wondered if you had anything we could distribute to the members of the committee.

**Mr. McClellan:** I thought that perhaps you were questioning the witnesses.

**Mr. Chairman:** No. It is simply to provide you with more information so that we could have some figures brought to you.

**Mr. Kolyn:** Mr. Chairman, I would like to carry on.

**Mr. Chairman:** I remind the members that we have exactly two hours left on the estimates.

**Mr. Kolyn:** In talking to the minister yesterday, we were informed that the government and the ministry do not provide all of your budget. As a person who has always been interested in the art gallery since I first went there 20 years ago, knowing what it was then, having been there recently and having seen what it is now, I certainly am very interested in the gallery.

I have always been in admiration of your fund-raising abilities over the years and I think most organizations have been envious that you people always seem to attain your goals and reach the top. I was just wondering how much you acquired in the last fund-raising event you had.

**Mr. Withrow:** This year we recently celebrated raising from the private sector \$800,000 in round figures, of which \$200,000 was for exhibition sponsorship. Approximately \$600,000 was raised by approaching donors on the basis that it was for art purchase.

**Mr. Kolyn:** Did the ministry match you with the challenge fund under this program?

**Mr. Withrow:** Wintario was very good to us for a few years and we bought a lot of Canadian



art as a result. But there was a change in the rules which limited it to \$10,000 so that if we raise \$10,000 we get \$10,000.

**Mr. Koly:** Has all this money that you have raised over the years gone into a general fund? We are talking about capital costs, repairs and new equipment. Do you put it in a general fund or how do you handle it?

**Mr. Withrow:** We have to close our books at the end of each year and no depreciation account is permitted.

To answer a very specific question that was raised about our capital replacement and repair problem, it has been running at about \$200,000 a year. As the building gets older, I think that is going to go up.

**Mr. Koly:** It just seems to me that the additions to the building have been going on for years, at least since I have been going there. There has not been a year in the last 15 years that you were not building something. Your problems are very serious, no doubt, but I think other art galleries have the same problems, though maybe on a little smaller scope.

To get back to the question, why should you get 25 per cent when we are in a period of restraint? This is a problem we all have to face. As a government, we have to be very careful. We ask the taxpayers to be careful, and I think we are subject to what they want. We are in a mood of restraint at this particular time.

**Mr. R. F. Johnston:** I am glad I asked yesterday for some idea of what your 25 per cent request would have entailed. I am not exactly sure of what is over and above the 25 per cent, what you cut out before you made your submission and what follows as part of the problem now in getting 7.9 per cent rather than what you requested.

**Mr. Withrow:** I sometimes get mixed up on that myself. I mentioned the desire to expand our conservation facilities to include paper. We cannot do anything about the increase in security, the typewriters and other things. Some exhibitions were cut out before we put in for 25 per cent and the request for a curator of European art was dropped. Staff development was the last thing.

**Mr. Gilmour:** Mr. Johnston, do you understand that when the management came to the board with its first attempt at the budget for the coming year, putting in the things it wanted to do and the things it hoped to do, that figure reflected an increase of 27 per cent over the previous year's money? The board, giving some

small recognition to the point that I think you made, said, "We cannot ask for 27 per cent, so go back and do your homework again," and they came back with 25 per cent.

**Mr. Koly:** They didn't work very hard.

**Mr. R. F. Johnston:** It seems to me they worked damn hard.

**Mr. Koly:** That's only two per cent.

**Mr. R. F. Johnston:** But you just heard what those cuts entailed and now you are learning what the results are going to be from the differential between the 7.9 per cent and the 25 per cent. You do not think they tried? My God, I think they did.

The budget over the last three years has increased from \$4,203,000 to \$4,307,000 and then to \$4,478,000. Those are really outstanding increases that they have received over the last few years, I would say. Are those accurate? I have taken those from your annual report. I think there has been a consistent case of underfunding. I am a little worried about several things here. We have already seen one gallery have some trouble with deterioration of art, the McMichael Canadian Collection. I guess we will learn more about just how serious that is.

I am worried about what the implications are for your gallery of not dealing with the paper conservator side of things. I am very concerned about the question of security in terms of the inability to protect oil paintings and that kind of thing from people touching them. The most important thing as far as I am concerned is that what is a splendid facility, which is open and accessible to all citizens, does not become an elitist organization in terms of high charges, other kinds of restrictions on accessibility through restricted hours and cutting out the kids' stuff you were talking about, elementary tours and gifted kids coming in and participating.

It seems to me that we are in very great danger of having what is recognized as probably the best art gallery in the country and one of the best in North America undergoing some major changes which are going to make it less accessible. It seems to me that what you were saying is that those three areas are of great concern to the board as well as to management.

**Mr. Withrow:** Yes, they are of great concern.

**Mr. R. F. Johnston:** Mr. Minister, you have been—

**Mr. Chairman:** Perhaps you could focus the questioning on Mr. Withrow and then maybe go back to the minister.

**Mr. R. F. Johnston:** No. I would like to talk to the minister right now. What is your response, Mr. Minister, in general to what you have just heard?

**Hon. Mr. Baetz:** How many hours have we got? First of all, Mr. Chairman, I should say I would like to remind everyone here that the government of Ontario through my ministry is a partner with the Art Gallery of Ontario. It may even be a senior partner, but we do not own, we do not run and we do not finance entirely the Art Gallery of Ontario.

Let us just get that very clear and keep that in mind. There are other partners. The federal government should be a partner and is. Local government is a partner and the private corporations and the private memberships are all partners. I would suggest that if you look at what all of the partners have done for the Art Gallery of Ontario over the last 15 years the government of Ontario stands head and shoulders above any of them.

In 1967 our grant to the then Art Gallery of Toronto was \$6,000 a year. It went up to \$250,000 in 1967-68. It went up from \$425,000 to \$700,000 to \$750,000 to over \$1 million in 1974 and 1975. This year we are going up to \$4,832,000. I submit to the committee and to the members of the art gallery that the province of Ontario has been an excellent supporter and a partner of the Art Gallery of Ontario.

I apologize not one whit for the level of support that we are giving them. I hear the director of the art gallery say that this is a great national institution, and it is. It is the largest art gallery in Canada and it is the most frequently visited. By all measurements of what makes a national or international gallery, the Art Gallery of Ontario is the greatest in Canada. Yet the federal government for the three most recent years under review has not increased but has decreased its paltry annual grant to the Art Gallery of Ontario. I am not even saying a Liberal government, Mr. Edighoffer. I was going to spare you that.

3:30 p.m.

**Mr. R. F. Johnston:** We do not have the federal minister here.

**Hon. Mr. Baetz:** I would point out that the local government's support of the art gallery, compared to what the province of Ontario has done, is certainly very modest. I must say that I cannot apologize for the level of support. I am as concerned, as I know the director and the board are, about some of the changes the gallery

is making. I am worried about that, but I can say that in terms of the priorities within my ministry and, more specifically, the priorities as between the other art galleries in Ontario—and Mr. Edighoffer, we have art galleries in Stratford, in Scarborough, in Owen Sound, in Hamilton and in Brantford, and we have heard about the good work of the art gallery in Sault Ste. Marie—all of those galleries are getting support from my ministry, but they are only getting 20 per cent of their past operating expense, and that is it.

In total, the 55 galleries get about a quarter of the amount of money we are giving to the Art Gallery of Ontario.

**Mr. R. F. Johnston:** Would you agree that there is a distinction between a world-class gallery and a gallery in Owen Sound?

**Hon. Mr. Baetz:** Of course I do, and our support reflects that. But if what you are suggesting here is that somehow or other I take something away from all of these other galleries in order to enable us to increase our grant to the Art Gallery of Ontario by 25 per cent, then I am sorry to say I disagree. I do not think that is fair and I do not think that is setting our priorities straight.

**Mr. R. F. Johnston:** Do not try to put the committee in the position of trying to tell you what your priorities in spending should be and the things that you should be fighting for.

**Hon. Mr. Baetz:** No, but I think it is my duty to tell the committee what I think they are.

**Mr. R. F. Johnston:** What you have got to deal with today in frankness is not the 15-year history of what your funding has been in terms of turning this into a world-class art gallery. There is no question over the long run that that has been done and that Ontario is a better place for the fact that we have that kind of a gallery here. What you have just learned about today is that some major steps back from that are going to be taken because of the funding you are talking about. That is what we want a response from you on.

What do you think about the fact that we may be seeing reduced hours in terms of people going into the art gallery? What do you think about the fact that gifted kids are not going to be able to go in there and take courses? What do you think about the idea that we are going to have higher admissions for the shows that are coming in, which is going to make it more of an elitist operation and less of a place that is open to the general public at large, which it has been and which has been one of the great parts of it?

What do you think about the fact that there are going to be more staff layoffs there, given the problems there have been there in the last couple of years?

Those are the things you have got to respond to. It is this budget year we are talking about. It is this reality we are talking about.

**Hon. Mr. Baetz:** No budget is ever to be seen in isolation from what other priorities there are at the present time within the ministry, nor can you look at a budget in isolation from what you did last year and the year before. I am simply saying that we must try to see this budget, this increase of eight per cent, within the context of history and within the context of other existing and current priorities of the ministry.

As far as my own reaction to some of the measures that the board of directors has decided on, I must say that the first time I saw the final decision—and I gather from what the director says it is a final decision—was when it appeared in a news release that was handed to me this morning.

How the art gallery wants to cope with inadequate funding or with what it regards as inadequate funding is obviously its decision, although I must say—and I want to say this to the director and to the board—that as the minister responsible for public funding going to the Art Gallery of Ontario, I have some real concern about some of the measures; I must say that.

I have some real concern about some of the measures and how they affect the public. I am concerned about the 10,000 fewer children visiting the gallery. I am concerned, in general, about how your measures of restraint affect the general public. Certainly, we would want to take a much closer look at this.

Quite frankly, this is why, in my letter to Mr. Gilmour, the president, dated May 25—I would just like to quote two paragraphs here for the record—I said: "I appreciate that the above operating increase is less than requested and that some adjustments may be required within the gallery. In this regard, I would hope that the gallery will continue to maintain a strong provincial role and identity through its advisory, educational and extension activities. These programs have had an important impact in other parts of Ontario and have reflected the provincial art gallery's responsibilities to communities outside the Toronto area."

I also went on to say—and I think this is a very important paragraph—"I would hope that you will continue to keep me closely informed of

any major adjustments which may be required in the gallery's operations, as well as efforts to secure additional operating income from other nonprovincial sources."

Sir, I had hoped that before I read the news release here we would have had an opportunity to do exactly that, to discuss further the impact of this particular increase. I must say, with regret, that has apparently not been the case. If, as Mr. Withrow says, the plans have been made and the world has been advised of these decisions, I think that may be a little unfortunate.

I do not say this in any anger at all. I say it more with a little sorrow and a little surprise, because certainly we, in my ministry, have to continue to work with your gallery and we will continue to do so.

In connection with this, I would like to say at this time that I am offering to the board of trustees of the Art Gallery of Ontario funding for a special study I hope will bring about improvements in the general situation of the gallery. Recent information and developments have convinced me of the desirability of a general study addressing the objectives, the costs, the programs, the revenues, the personnel, the organizational and other administrative matters. Perhaps if the AGO board concurs, my ministry could finance the engaging of a management consulting firm within specific agreed terms of reference, and this indeed is the pattern we have taken in the past for some other galleries.

**Mr. R. F. Johnston:** Could we have a typed copy of that?

**Hon. Mr. Baetz:** I just decided—

**Mr. R. F. Johnston:** You just did it now?

**Hon. Mr. Baetz:** Just now.

**Mr. R. F. Johnston:** Oh, there is a need for a study, is there?

Interjections.

**Hon. Mr. Baetz:** I know you will find this very disappointing. I know you would love to have the minister and the ministry at war with the art gallery and that is not going to happen. I can tell you we will continue to work constructively with the Art Gallery of Ontario as a senior partner.

**Mr. Chairman:** Order. I think we have had an opportunity, Mr. Johnston, for—we are essentially questioning some of the witnesses and I think—

**Mr. R. F. Johnston:** I do not wish to be censured, Mr. Chairman. I wish to continue my questioning.



**Mr. Chairman:** I just wondered if we could be fair to some of the other members of the committee. Mr. Di Santo has been waiting for quite a while to question Mr. Withrow and Mr. Gilmour.

**Mr. R. F. Johnston:** I am sure he can wait a few minutes.

**Mr. Chairman:** And there is Mr. Gillies and other members who I have listed here.

**Mr. R. F. Johnston:** I appreciate your nonpartisan approach to trying to move things along, Mr. Chairman.

**Mr. Chairman:** We have witnesses and I would have imagined it would be only fair that we allow some of the committee members to question the witnesses.

**Mr. R. F. Johnston:** I am sure we will get the chance to do that.

**Mr. Gilmour:** Mr. Chairman, will I have an opportunity to respond?

**Mr. R. F. Johnston:** Oh, you will. I am going to ask you just in a second.

**Mr. Chairman:** Yes, you will, if Mr. Johnston is gentlemanly enough to give you the opportunity.

**Mr. R. F. Johnston:** I intend to ask Mr. Gilmour to respond. But first I would like to just ask the minister—you said, I believe, you mailed that letter—what was the date on it? May 25?

**Hon. Mr. Baetz:** That is right.

**Mr. R. F. Johnston:** Two days ago, as I understand it.

**Hon. Mr. Baetz:** That is right.

**Mr. R. F. Johnston:** Okay. When did they learn that they were going to get 7.9 per cent? How much advance notice did they get of that?

**Hon. Mr. Baetz:** Yesterday.

**Mr. R. F. Johnston:** Yes, lots of advance notice. I am glad you expect them to do the same for you.

**Hon. Mr. Baetz:** But then today the announcements for changes have come, prepared on May 22.

3:40 p.m.

**Mr. R. F. Johnston:** I see. What the hell, you have given them as much notice as they have given you, for goodness' sake.

Can we have a copy of your carefully thought out response to your underfunding, which is to have a study of their efficiency, essentially? Can we have a copy of that hand written, well

thought out approach to try to get yourself off the hook for the position you have put the art gallery into?

**Mr. Chairman:** Mr. Johnston, I believe there will be a copy of Hansard recording the procedure in today's meeting. Can I ask Mr. Gilmour to reply to the minister, Mr. Johnston?

**Mr. R. F. Johnston:** I am going to ask Mr. Gilmour if he might respond to the minister's comments.

**Mr. Chairman:** Yes, I would like Mr. Gilmour to respond to the minister.

**Mr. R. F. Johnston:** I am glad you would, but I still have the floor and I am asking him to.

**Mr. Chairman:** Mr. Gilmour asked me a little earlier whether he could respond—

**Mr. R. F. Johnston:** I still believe I have the floor and I am asking Mr. Gilmour a question, if you do not mind.

**Mr. Chairman:** Mr. Johnston is asking you to respond to the minister.

[Laughter.]

**Mr. R. F. Johnston:** You understand the position of chairman, Mr. Chairman, is to be impartial and not to try to manipulate the conversation.

**Mr. Chairman:** I believe I have tried to be impartial, Mr. Johnston. I try to be fair to all members of the committee.

**Mr. McClellan:** You would be well advised to read the standing orders before each sitting.

**Mr. Chairman:** Mr. McClellan, I have read the standing orders. I want to be impartial and fair so all the members of committee have an opportunity to question the witnesses, thank you.

**Mr. Gilmour:** Mr. Johnston, Mr. Chairman and Mr. Baetz—

**Mr. R. F. Johnston:** That is a good order.

**Mr. Gilmour:** Mr. Baetz has a definite advantage on me because he has been involved in this process for many years—and, incidentally, I happen to think he does it very well and I am not saying that because it is the right thing to say; I happen to think so. However, when you become a president of an art gallery, you go in and in one year you are supposed to learn all the procedures and get yourself up to date.

I was advised that there was a normal dialogue that went along between our organization and the ministry prior to these discussions. In fact, Mr. Baetz—I apologize if it is not the case—I was of the opinion your department was

advised of the steps which we would have to take if the increase in our budget was in the range of the seven to eight per cent level. I am advised that happened several months ago, sir.

**Hon. Mr. Baetz:** No.

**Mr. Gilmour:** With regard to all our concerns about the service which this institution provides to the province of Ontario—and I think if there is nothing else we agree on here we are all in agreement that it should provide services. The numbers Mr. Withrow has read to you are obviously his estimates—10,000 students, and that sort of thing.

We have been given a budget of 7.9 per cent. We would like to have a larger budget than that, but we will certainly do everything we can, within the amounts of money we have been given and that we can raise ourselves, to provide as supreme a service as can be provided in this province. The board is committed to that and we will see it is done to the extent it can be done.

However, as in any business, we cannot go on for years having the same dollars, or slightly more dollars—or more dollars; I will not say slightly, but not up to the inflation rate—and not make changes. In my company we have to make changes unfortunately if we cannot bring in revenues which are equal to or better than inflation.

I am very distressed, as is the director, particularly about the layoffs. We are particularly concerned about some of the deterioration of services and we are going to try to do them as well as we can. But it is going to be very tough.

**Mr. Chairman:** Thank you, Mr. Gilmour. Mr. Di Santo, unless Mr. Johnston has more questions.

**Mr. R. F. Johnston:** I had completed my remarks, thank you.

**Mr. Di Santo:** I am really distressed by the response given by the minister because I think today you are using, through the chairman, an approach totally different to the approach you took yesterday towards the other institutions.

In fact, when we were talking about the Challenge fund, you said it was the responsibility of this government to save the major institutions, and that is why the funds were going to—

**Hon. Mr. Baetz:** As a partner.

**Mr. Di Santo:** —the major groups and not to the small groups.

**Hon. Mr. Baetz:** As a partner.

**Mr. Di Santo:** Today you are telling us you cannot fund the Art Gallery of Ontario because it would take funds from the smaller galleries.

**Hon. Mr. Baetz:** What is \$4 million? Sure.

**Mr. Di Santo:** Where is the consistency here?

I think it is a matter of priority and if you can find \$23 million for public libraries, if you really think the Art Gallery of Ontario represents a major cultural institution in the province, it does not exempt you from your responsibility because you do not own the art gallery. In fact, when Mr. Withrow asked Mr. Davis what he did he smiled at you, did he not? When you asked him, "Why don't you take over the ownership of the gallery?" he smiled at you.

**Hon. Mr. Baetz:** I did not see that.

**Mr. Di Santo:** I think you are abdicating your responsibility, because if you want to hide yourself behind the curtain of the fact that you are a partner and you are not directly the owner of the gallery, that does not wash. The public service the Art Gallery of Ontario is giving to the province is a public responsibility of the government.

If we are going to have—you did not tell us how many circulating exhibitions will be cut. How many communities will be deprived of circulating exhibitions? Do you have any idea?

**Mr. Withrow:** Mr. Di Santo, we are attempting to provide the level of service we had last year. As the president of the gallery has said, we are going to do our utmost not to cut back on that level of service outside of Metro. It is going to be very difficult.

The delay in finding out how much we had has also made it hard to plan. Some of these shows have been put on the shelf because we simply felt it irresponsible to spend the money if we did not know we had it.

I really cannot answer that question because we are going to try, with the internal reorganization I mentioned, to put the shows out from our own collection using other resources and changing the job descriptions of those people who are left after the layoffs.

**Mr. Di Santo:** Would you say the impact of the cutbacks you are forced to undertake would have a minor effect, a major effect, or a devastating effect on the activities of the gallery?

**Mr. Withrow:** I would have to say major. It will not be devastating, but I do have to express some concern about the future. The economic situation in Canada is not going to improve overnight; it just gets worse each year. As the

minister has mentioned, unless the federal government does something to pick up its part of the responsibility, I do not really know what we are going to do.

**Mr. Di Santo:** We are dealing, of course, with the provincial government at this level.

I would like to ask just another question.

Do you think, at this stage, we are going towards that third-class status you feared at the beginning of the century?

**Mr. Withrow:** I do not think that gap between income and expenditures makes for a first-class level. That is how I would have to answer it.

**Mr. Di Santo:** Thank you. Mr. Chairman, I would like to ask the minister if he thinks, at this point, after what Mr. Gilmour and Mr. Withrow have said, the government should not rethink its approach to the supporting of the Art Gallery of Ontario, and if he has any idea how to go about that.

I really do not think that the general study of the activities of the Art Gallery of Ontario will change anything. We will see a reduction in programs, we will see a reduction of hours, we will see less public participation, which means less diffusion of culture, we will see fewer opportunities for students, scholarships will be eliminated. It really is a major disaster for the cultural life of Ontario.

3:50 p.m.

You are telling us it is the responsibility of the federal government, which does not pay its fair share, and the responsibility of others, but not the responsibility of the government of Ontario. I am not saying it is only the responsibility of the government of Ontario because I also have major reservations about the composition of the board, and I was going to ask questions about the antilabour attitude of management. I was going to ask those questions. But today we are faced with a major disaster and I think we should deal with that, and that is why I am asking the minister responsible.

**Hon. Mr. Baetz:** Mr. Chairman, in reply to Mr. Di Santo, I just want to stress again that we are a partner and only a partner, even though we are a senior partner. I certainly feel the situation need not be nearly as bleak and austere and pessimistic as Mr. Di Santo and Mr. Johnston see it.

**Mr. Di Santo:** I have a point of order, Mr. Chairman. I am not depicting any situation. Mr.

Withrow just told us that because of the cut-backs the art gallery certainly can no longer be described as a first-class gallery.

**Hon. Mr. Baetz:** Oh, now, now.

**Mr. Cornell:** Is that true, Mr. Withrow?

**Mr. Chairman:** Perhaps we should hear Mr. Withrow's comments.

**Mr. Withrow:** I am sorry, Mr. Di Santo, I did not say anything of the sort.

**Mr. Chairman:** Thank you, Mr. Withrow. I think you have received an answer, Mr. Di Santo.

Interjections.

**Mr. Chairman:** Mr. Di Santo, do you want the minister to continue answering?

**Mr. Di Santo:** Yes, sure.

**Hon. Mr. Baetz:** First of all, I would like to repeat that over the years the relationship between the ministry staff and the minister and the board and the director of the Art Gallery of Ontario has been nothing but positive, constructive and cordial, and I am confident that it will continue to be exactly that.

The dialogue Mr. Gilmour referred to has taken place and I am very optimistic it will continue. I think there should be that kind of a dialogue in addition, perhaps, to a more systematic approach, and this is why I am suggesting a management study and a look at the objectives of the organization and the funding.

It is not, as you suggest, Mr. Di Santo, an exercise in futility. I think it will help us to build a bigger and better Art Gallery of Ontario.

Among the things we certainly have to look at is revenue, the sources of funding, including the government of Ontario, and I would be very much interested in taking a closer look, for instance, at the potential from the private sector. Certainly this year the Art Gallery of Ontario has done remarkably well in raising some \$800,000. It is a board decision, and I honour and respect its judgement, that that \$800,000 was raised for acquisitions—at least \$600,000 of it was.

The question, frankly, I would like to raise and hear the board's answer to—not today but in our future dialogue—is whether the art gallery, with its very vast membership—32,000, as you indicated—might not begin to think in terms of raising some funds from the private sector for its ongoing operations, or at least take a percentage of its acquisition money.

Does it not make some sense, if someone gives you \$1,000 to help you acquire some art,



that he might also agree that out of that \$1,000 maybe 15 per cent should go to your operating costs, so you can be sure the art is well looked after and displayed—that sort of thing?

**Mr. Chairman,** this is where I would like to leave the discussion. I cannot help saying that I was disappointed this morning to read about these final decisions. I guess it is not in the press yet, but it probably will be before the day is over. What I am suggesting, really, is that we get back to the dialogue referred to by Mr. Gilmour and that together we consider this examination of the gallery and take it from there.

**Mr. Chairman:** I would like to remind the committee we have an hour and 23 minutes left.

**Mr. Gillies:** Mr. Chairman, I have a quick comment and then a question.

First of all, I commend the minister on initiating such a study. Certainly, if the minister were relying on this committee for some direction he would be hard pressed, because there have been some very inconsistent positions and arguments going on around this table.

**Mr. Di Santo,** on Monday you said, not once but repeatedly, that the big guys were getting a disproportionate share of the funding from this ministry and the little guys were being squeezed out. Today you suddenly have a reborn interest in large cultural institutions and are suggesting that this is where the money should be going.

**Mr. Di Santo:** I was questioning the consistency of the minister.

**Mr. Gillies:** I am questioning your consistency in terms of wanting more funding from the ministry to go to small institutions and also a greater percentage to go to large institutions.

**Mr. Di Santo:** What I said is that the government should set out its priorities clearly.

**Mr. Chairman:** Order.

**Mr. Gillies:** It would seem that you want to make the pie 120 per cent or something.

**Mr. Gilmour,** I believe you said that in the past you were financing the acquisition of Canadian art works under Wintario and that this had become more difficult because of the change in Wintario policy to a \$10,000 limit.

**Mr. Gilmour:** I think it was Mr. Withrow who made that remark.

**Mr. Withrow:** I think the minister might explain. I hate to speak for him on the philosophy of the change, but I think it was because since we are in Metro Toronto we have a mean advantage in raising money for matching funds.

I understand, Mr. Minister, the idea was that the smaller centres would have more of a chance to get at Wintario money for art acquisition.

**Hon. Mr. Baetz:** No, that is not necessarily the case at all. Certainly we could talk about and consider that kind of a challenge fund for the art gallery.

**Mr. Withrow:** This was Wintario for art purchases, not the Challenge fund.

**Mr. McCullough:** Mr. Chairman, I think there were a number of reasons why the Wintario category for the purchase of Canadian paintings was reduced from an unlimited amount to a maximum number of dollars per project.

The program had been in existence for three years but the Canadian art market had been pretty well plumbed through the Wintario programs. We were a little afraid of having a serious skewing effect on the value of Canadian paintings and, quite frankly, I think there was a general opinion that the good stuff had been taken, that the collections had been built up and that there were other priorities for Wintario dollars that we felt were more important and that we should turn our attention to them.

We maintained the \$10,000 limit, which for most galleries is pretty good, because that would necessitate their each raising \$10,000 privately a year in order to buy Canadian paintings, and we thought that would be a fair change for now.

**Mr. Gillies:** I wonder if I might suggest through you, Mr. Chairman, to the minister that, while certainly the Art Gallery of Ontario would have that advantage in the purchase of expensive pieces of art, perhaps that really is an earned and justifiable advantage, in that there are very fine and presumably very expensive pieces of Canadian art that could not possibly find their way into any other gallery in the province.

I just wonder if the minister might undertake to review that Wintario change so perhaps the gallery could regain the advantage it had in that area. I do not see that as particularly disadvantageous for the cultural enrichment of the province.

**Hon. Mr. Baetz:** That is certainly something we can look into.

4 p.m.

**Ms. Fish:** Mr. Chairman, I have a couple of questions, the first to Mr. Withrow.

**Mr. Withrow,** I believe you mentioned an approach you will be recommending to the board with respect to dealing with the security

problem; namely, closing the gallery to public access for an additional day. I wonder if you could indicate for me, please, what the cost would be to enable the gallery not to close that additional day but to remain open. What is the dollar figure attached to that, please?

**Mr. Withrow:** Some \$40,000 to \$50,000, I think, for the year. It is not a large amount of money. We would simply reschedule the existing staff so they could have their proper days off. That is really not a big saving. But we would, thereby, have more men in the galleries.

I know some of the trustees do not like the idea at all and I am very skeptical that my recommendation will go forward. Other galleries in the same predicament have closed portions of their buildings on different days. There are other solutions, and this will be very carefully examined before we go through with it.

**Ms. Fish:** I am a bit confused now because I inferred from your earlier remarks that, while the board had not yet approved that, you strongly anticipated rapid approval and in fact were suggesting to this committee that a decision had virtually been taken to reduce by one full day public access to the gallery.

**Mr. Withrow:** No, I am sorry. It is a recommendation to the board. The board, at its next meeting, as I said, will be looking at it. On the contrary, I think the trustees will not like the recommendation.

**Ms. Fish:** Do I now accurately infer from your present remark that in your view the gallery will remain open for that day you were otherwise proposing it close, and that the board will find another way of dealing with the security problem and the cost cutback? Is that now a reasonable inference from your remark?

**Mr. Withrow:** I think I would be more comfortable if the president answered the question.

**Mr. Gilmour:** To answer your last question first, Ms. Fish, I do not think that would be a reasonable assumption. The director is going to make a recommendation to the board and I do not know what the board's opinion of it is going to be. I know what my own opinion of it is but I would just as soon not disclose it at this moment. The board, in its judgement, may agree with the recommendation of the director, in which case we would close the gallery for another day.

**Ms. Fish:** Contrary then to Mr. Withrow's amended remark that I was incorrect in inferring that the board would approve the closure, and the advice to this committee about an

almost automatic impact, I cannot conclude that the board will not go that route. Mr. Withrow is now suggesting to the committee, with your assistance, that he has no idea what the board will do and that he cannot advise this committee as to the likelihood of the board's action with respect to this matter. Is that accurate?

**Mr. Gilmour:** Yes, that is correct.

**Ms. Fish:** Thank you. That is an interesting amendment.

Interjections.

**Ms. Fish:** I do have another question, Mr. Chairman. My second question is again to Mr. Withrow.

You raised a point that certainly gave me great cause for concern. When you were going through the list of several items that had been part of the 27 per cent increase first requested, but that were part of that two per cent reduction recommended by the staff to the board, which subsequently reduced the request to the province to 25 per cent, one of those items was paper conservation, as I recall your remarks.

If I recall them accurately—and, based on the questioning about security, perhaps I do not—I inferred from your remarks that you had a report from the painting conservator some 10 years ago that the paper in the gallery was under a very real threat of deterioration, that deterioration was advancing because of the nature of the paper predominant in your collection, the backing, the glue, the acidification you referred to and so forth, leading at least one of the members of this committee, Mr. Johnston, to conclude that the deterioration might be serious enough to place the collection in real jeopardy. I am wondering whether that inference, which I also drew from your extended remarks about paper conservation, is a reasonable inference.

**Mr. Withrow:** Yes, it is. However, the figure of 27 per cent might confuse the issue.

There is a one-time capital expenditure if we are to have an inhouse paper conservation capability. The other way is to send the works of art in question to New York or to Harvard University, or some place like that, for work to be done on it. We could join the lineup at the Canadian Conservation Institute, which is part of National Museums of Canada in Ottawa. They tend to favour the smaller institutions, feeling that the big ones should look after their own. It is not an either/or thing.

There is another complication in that the whole deterioration process is speeded up by

exposing the works of art to light. We keep them in cylinder boxes, locked away in the darkness, so the deterioration is arrested or frozen. Public access to the works of artis involved in this and works of art on paper would be excellent material to circulate if they were in good enough condition that we did not have to call in the doctor.

**Ms. Fish:** I took a couple of notes as you made your remarks. This may not be an accurate quote, but I thought I heard you say, in the 10 years since that recommendation from the painting conservator respecting the condition of the paper collection, no action had been taken with regard to its implementation. Is that correct, or did I misunderstand your remark?

**Mr. Withrow:** No, we have been unable to implement the establishment of a paper conservation lab at the gallery. There has been some remedial work done by outside people and some by ourselves, but none requiring special equipment and expertise.

**Ms. Fish:** Then it is reasonable for me to infer from your remarks that you were suggesting the nature and scope of the support you have received means your paper collection is in jeopardy.

**Mr. Withrow:** It is very seriously threatened, yes.

**Ms. Fish:** My final question is to the president, Mr. Gilmour. How is it, if it has been known for 10 years that a major proportion of the gallery's collection is under this serious threat described by Mr. Withrow, that the board has not allocated sufficient funds received from all its sources of revenue to go towards dealing with what was clearly indicated to the board by staff as one of the most significant items, that of preservation and maintenance of a major, indeed predominant, portion of the gallery's collection?

**Mr. Gilmour:** I do not think it would be fair to say that the board has not attended to it to the extent it felt it could. I also do not believe it has been brought to the board—with respect, Mr. Director—with that kind of a priority placed on it in my tenure on the board.

**Ms. Fish:** How long have you been on the board?

**Mr. Gilmour:** I have been on the board four years, or something like that.

**Ms. Fish:** Thank you.

4:10 p.m.

**Mr. Gilmour:** However, it has been raised and certain things have been done. For example, we know that the measure of light—and I am not a technical expert in this—has something to do with luxes, which I believe is the term they use, and some things have been done. A certain lux measurement has to be maintained on all works on paper when they are exposed on exhibition.

We spent some of our money, and certainly some of our time, getting the proper experts in—I think from New York—to advise and guide us so that the light levels were maintained properly. We have a very capable print and drawing curator, who does some wonderful things on her own.

**Ms. Fish:** Mr. Chairman, I said that was my last question, but Mr. Gilmour has raised a point I think is germane to my questioning. Mr. Gilmour, would you then say that the strong statement Mr. Withrow has made on the matter of urgency with respect to paper conservation comes as a bit of a surprise to you, considering what you have heard as a member of the board over these last four years?

**Mr. Gilmour:** No, it does not come as a surprise to me, but I think it is a bit out of context. It has been concentrated on, in this particular discussion, to a point where it is becoming a top priority. We have had a number of priorities that have had to be dealt with.

**Ms. Fish:** I understood Mr. Withrow to be saying to this committee that paper conservation, because of the predominance of paper in the collection, was indeed a top priority and one of the things that he was bemoaning most seriously as having been cut out of the 25 per cent. Now I think I hear you saying that perhaps it is not.

I am trying to understand the nature of what is being suggested to this committee with regard to the funding that is coming forward to you. Just so I can understand, is it a top priority or not?

**Mr. Withrow:** Priorities require Solomons and I guess I am not one. It is very difficult when the roof of the section of the Art Gallery of Ontario, which has elements of the old Toronto art gallery in it, is leaking, paper conservation and several other things need doing, it is really very difficult—a matter of apples and oranges. We get around the urgency of this problem simply by selecting for show only those things which are not under threat; the things which are, we keep in the dark and hope for a solution.

The board established a subcommittee which



we hope will be able to interest one of the large Canadian paper companies in the establishment of a paper conservation lab. That work is still going on. We still hope we can get some private sector funding for this expenditure.

I do not think you can just make a list and say, "This is the thing which is most important," go tearing after it and leave all the other things. There is a whole range of problems. We are working on this to get the money to do it.

**Ms. Fish:** I agree that one perhaps does not set one aside and go tearing off after the others, but I also find it curious indeed that one ranks as a priority something that has been set aside entirely for a decade.

**Mr. Chairman:** Thank you, Miss Fish. Mr. Minister, do you want to comment?

**Hon. Mr. Baetz:** Just one 30-second addition to this subject of paper conservation.

**Mr. Chairman:** We will give you 60 seconds.

**Hon. Mr. Baetz:** It is my understanding that my staff have already been discussing with the gallery staff and with the federal people this whole question of paper conservation. I think we had offered to provide some Wintario funds to get on with the project.

**Mr. Withrow:** Very recently we learned that Mr. Fox had established some initiatives under Loto Canada moneys and I immediately informed my contact in the ministry that we would be interested, because I did not want to negotiate with the federal government without the ministry knowing it. I am pleased to know the minister is aware of this and might participate in it.

In the way he stated it, Mr. Fox did not say the funds have to be matched, but I understand his thinking is that whatever federal money goes for this sort of thing has to be matched.

**Hon. Mr. Baetz:** By us; and we were ready to do it.

**Mr. Chairman:** I believe you are next, Mr. Kolyn.

**Mr. Kolyn:** I will forgo the question. The paper question has been answered.

**Mr. McClellan:** My question will be very brief, almost in the nature of a supplementary. The minister said, in response to the line of questioning undertaken by Ms. Fish, that his

ministry was aware of the problem and had some plans to deal with it, which was responded to by Mr. Withrow as being news to him.

I do not understand how the minister—

**Mr. Withrow:** I am sorry, Mr. Minister, I did not know of the commitment.

**Mr. McClellan:** When did you make the commitment, right here and now?

**Mr. McCullough:** I do not think that a commitment as such has been made, but I think an indication has been made to the art gallery that there are Wintario categories that apply, that we are aware of the conservation problem and that we are prepared to work with the federal government under special initiatives programs.

**Mr. McClellan:** When did you become aware of the problem?

**Mr. McCullough:** We have known of the paper conservation problem at the Art Gallery of Ontario for some time. We know that there are problems in paper conservation probably in many of the galleries throughout the province.

**Mr. McClellan:** Since the study was done—was it 10 years ago?

**Ms. Fish:** Ask Mr. Withrow. I was seeking the accuracy of his advice as well.

**Mr. McClellan:** I am just trying to get this straight.

**Mr. Withrow:** The study was an internal matter almost 10 years ago. I first talked to the ministry about it perhaps four years ago.

**Mr. McClellan:** So you have known about it for four years and we are having an announcement of intention today? I do not know whether you fellows ever talk to each other.

**Hon. Mr. Baetz:** Constantly.

**Mr. McClellan:** Constantly? Are you in the same room when these conversations take place?

**Hon. Mr. Baetz:** No, sometimes it is over the telephone.

**Mr. McClellan:** It really is bizarre, Reuben. I do not want to pursue the questioning; I just hope it is as clear to everyone in this room as it is to some of us on this committee what a terrible state of liaison appears to exist between the art gallery and this ministry.

I could perhaps ask when the next cabinet shuffle will be. That would be as relevant as anything else that I might be able to say.

**Hon. Mr. Baetz:** You have once again, of course, drawn a false conclusion, but knowing you do this constantly, there is no surprise in that.

**Mr. Edighoffer:** Since the minister has made the announcement to the committee about this study, I wonder under what vote we might find the expenditure for that study and for what amount.

**Hon. Mr. Baetz:** They might not want it, so how can you vote on it?

**Mr. Edighoffer:** I see.

**Mr. Chairman:** If there are no more questions to the witnesses, I want to thank the director of the Art Gallery of Ontario and his staff for participating in today's deliberations. Thank you, gentlemen.

**Mr. McClellan:** I might say, while we are waiting for the next set of witnesses, it appears to be unique to this ministry within the social development field that when we get to the estimates we have these confrontations with the ministry's client institutions. It seems it is becoming a tradition with the Ministry of Culture and Recreation, Reuben, that something blows up the day your estimates start.

**Hon. Mr. Baetz:** No, not at all. Have you ever had a dialogue with the Ministry of Colleges and Universities?

**Mr. McClellan:** Nothing like this one.

**Mr. Chairman:** We have exactly one hour left, Mr. Minister and members of the committee, and six more vote items. Are there any more questions on vote 3003, item 1, cultural development and institutions?

**Mr. McClellan:** Could you bear with us for five seconds?

**Mr. Chairman:** We certainly will; anything to please.

**Mr. McClellan:** You are learning.

**Mr. Chairman:** Mr. Kennedy would like to speak on item 1.

4:20 p.m.

**Mr. Kennedy:** I want to ask the minister if Les Laking's successor has been chosen to head the Royal Botanical Gardens and, if so, who it is.

**Hon. Mr. Baetz:** My latest information is that no final decision has been made. I know that Dr. Laking and Mr. Sheppard, the chairman of the Royal Botanical Gardens, along with a search committee, have made every effort to find a well qualified Canadian but apparently, in spite of advertising, in spite of searching out qualified candidates, they have been unsuccessful in finding someone who is in their view a qualified Canadian.

They are now in touch with a gentleman from

Kew Gardens in Britain, but I do not think a decision has been made. I can say that in all of this they are very keenly aware of my ministry's feelings about giving preference to Canadian employees, particularly for a position as senior as that of director of the Royal Botanical Gardens.

**Mr. Kennedy:** The short list is very, very short then?

**Hon. Mr. Baetz:** It is a very short list, yes.

**Mr. Kennedy:** I was just wondering about the status of it.

**Mr. Edighoffer:** I would like to ask about a letter which was written to the Minister of Health (Mr. Timbrell), with a copy sent to the Ontario Arts Council, from Canadian Actors' Equity Association. And I wonder if this has ever been drawn to the attention of this minister and if he had any comments.

I believe the letter is about \$100,000 which was given to the Ecological Theatre Company to visit schools on the subject of nutrition. However, there are two professional companies which are already touring schools with plays on nutrition and I am wondering if the arts council has given any assistance to them—I think they are Theatre on the Move and Theatre Direct Canada—and whether there is any conflict or overlapping there of grants by ministries.

**Hon. Mr. Baetz:** Mr. Chairman, perhaps either Mr. Gelber, chairman of the Ontario Arts Council, who is here, or Mr. Evans, might be able to answer this question.

**Mr. Evans:** Mr. Chairman, as I understood the question, it was: has the Ontario Arts Council assisted Theatre Direct Canada and Theatre on the Move.

Yes, indeed we have; we award them grants for school touring. In fact, we award grants to some 25 performing arts groups that perform exclusively in the schools.

**Mr. Edighoffer:** You have no idea of what those amounts would be; you do not have that at hand? What I am saying is that it seems as if there is overlapping here by the arts council and by another ministry. Do you check that out before you offer those grants?

**Mr. Evans:** Yes. If I may, Mr. Chairman, the company in question that did receive assistance, as I understand, from the Ministry of Health, does not receive assistance from the arts council and has not, as a matter of fact, approached the arts council for assistance. That is my understanding.

I would think that the arts council would not be alarmed by the fact that another ministry is assisting in getting the arts into the schools, because we are grateful for any assistance in achieving this goal. We would certainly encourage the Ministry of Education to do more to get the arts into the schools.

My position, and I think the position of our council, would be that we would be neither concerned nor offended by the fact of another ministry's participation.

**Mr. Edighoffer:** I am satisfied with that. The only other question I would have is: do you make startup grants for art activities? I am thinking in particular of the Stratford Summer Music Festival. I believe an application was made.

**Mr. Evans:** Do we make grants for startup activities? As a general policy, the council has determined that it will be responsive and will not be directive in terms of what will happen. That policy gets interpreted by the fact we generally say it is up to an activity to get into existence, whatever kind of activity it may be, to demonstrate its community's support and public reaction, and then the council will respond to it.

To answer your question directly, we were approached by the Stratford Summer Music Festival for funding and we did in fact decline funding to the summer festival. The reasons for that, to be quite candid, were that we had some serious questions about the planning and management of the festival.

**Mr. Edighoffer:** Of the summer music, not the festival.

**Mr. Evans:** I hope we are proved wrong and the festival is, in fact, very successful, but I must say honestly we had severe doubts about it.

Item 1 agreed to.

Item 2 agreed to.

Vote 3003 agreed to.

On vote 3004, citizenship and multicultural support program; item 1, citizenship development:

**Mr. McClellan:** I suppose the old chestnut I always have raised with the successive ministers since 1975 needs to be raised again. There is an item which is always missing in this program and that is funding as a matter of policy for operational costs of agencies funded under the citizenship development program.

Last year, the minister will recall, I had thought we had a glimmer of light at the end of

the tunnel. The minister had indicated that the ministry—I may be putting words in your mouth, I may have misunderstood, but I thought the ministry was moving towards operational funding for some of the native organizations. Is that correct?

**Hon. Mr. Baetz:** Yes.

**Mr. McClellan:** And that there was serious consideration being given to the implementation of operational funding for the traditional agencies serving the multicultural community that have looked to this program and the set of programs for support for the last decade.

Can the minister report to us whether any progress has been made in achieving that much sought-after objective?

**Hon. Mr. Baetz:** I am afraid that after the study was completed, it was the feeling of those very closely associated with it that we were not yet in a position to offer ongoing core funding to some 20 agencies that are involved in this particular category.

4:30 p.m.

As I indicated last year, I had hoped that by this time we would be able to tell you we were in fact embarking upon a core funding program for these agencies. That has not yet happened.

I think the good news in all of this is that the agencies, of course, will continue to receive funding from us and even though it is not a core funding arrangement, it is what we call a program funding arrangement which relates to certain programs carried on by the agencies, which also means that a percentage of our grant for the program funding does go to their core operation.

We recognize that, especially in these small agencies with perhaps two or three central core people, they cannot operate from year to year on project money and on ad hoc program money. So life goes on very much in the way it has over the last few years. The programs are being delivered; the people are being serviced; and maybe next year by this time we will be able to tell you we have in fact embarked on core funding.

But certainly in the meantime we are not leaving these agencies in the lurch at all. As far as those agencies which are providing services to the so-called boat people, to the Pacific Rim refugees, are concerned, those grants will continue. The grants will be, as I announced in the House some weeks ago, somewhat reduced from last year. That is not because we have a lower priority but simply because the numbers



anticipated to enter Ontario within that category are lower than they were last year. And I think that, by and large, those agencies are satisfied.

**Mr. McClellan:** You made reference to a study that was done on the question of core funding. Is that something that can be shared with members of the committee?

**Hon. Mr. Baetz:** I do not know if we have a copy of that study here today. It is certainly not a confidential or a secret document. I do not know if it is here or not. Is it, Kay? This is Kay Eastham.

**Ms. Eastham:** I think you are referring to the review of the newcomer integration grants program. Coming out of that review was an internal paper that was presented to us in the management committee which presumably could be shared.

**Mr. McClellan:** I would be interested, simply because I am interested in following the issue and remain optimistic that provincially we can achieve the goal of a core funding policy on a multi-year basis. I will not belabour the point; I have made umpteen submissions on it, many of them to you.

The minister does know though how costly it is for the small agencies, with their precious dollars, to operate under the existing disparate set of funding arrangements. Each and every one of them has to spend a silly amount of staff time and staff dollars running around trying to hustle up next year's budget, simply because all of the money is only available on a project basis.

So the kind of ingenuity and creativity required in order to put together a package of projects that will add up to a year's core funding, the talent that has to go into that, firstly stupefies me; and, secondly, it is really sad because that kind of talent could be going into programs and services rather than into administration costs. There is no way of estimating how much of the budget of one of the small agencies is eaten up by that kind of thing, but I suspect it is substantial.

**Mr. Chairman:** I wonder if Ms. Eastham would like to comment on some of these questions? The question of the project by project attempt to provide ongoing operational fundings or core funding is what Mr. McClellan apparently is asking about.

**Ms. Eastham:** Why me?

**Mr. Chairman:** I only took the minister's suggestion to allow you some input.

**Hon. Mr. Baetz:** And she does it so well.

**Mr. McClellan:** I want to say to the chairman it is not fair to expect staff to make policy decisions, which is why I asked the minister. This is a policy decision. I suspect that even the minister understands that what I am saying makes absolute and perfect sense. I hope he can solve some of the problems he needs to solve so that we can get this policy in place.

**Mr. Chairman:** Thank you, Ms. Eastham, for your very brief time.

**Mr. McClellan:** I just have one other question on this item. It strays somewhat, but Wintario program grants are a component of citizenship and other cultural support. I had to be out for part of the hearings and I do not know whether we had a chance to discuss the new criteria for capital projects up to this point. I suspect if we do not have at least a minute or two discussion now we are not going to be able to have it.

**Mr. Chairman:** We did discuss this quite at length at the beginning following the minister's remarks.

**Mr. McClellan:** Did we have a discussion of what seems to be a catch-22 problem that I think is of concern to some of the agencies? I am talking about the small agency that is supported under this set of programs. If a small agency is interested in a Wintario capital project, it is necessary for it, as I understand it, to have a house or a building already available before it can apply for a Wintario capital grant.

Agency X could undertake its own fund-raising campaign and raise its share of the funds and then find the perfect site somewhere accessible to the community that it serves. Then it is in serious trouble because it is not in a position to move on the purchase of the building, which is not going to stay available for very long, until the Wintario rigmarole is gone through. Can somebody explain to me how a small agency is supposed to take advantage of the Wintario capital project?

**Hon. Mr. Baetz:** Mr. Chairman, I would like to draw your attention to the fact that the Wintario capital program will be discussed under vote 3007 that is coming up shortly. At this particular point, while there is a reference to a Wintario grant, these are the noncapital grants. These are grants for various citizenship and multicultural programs.

**Mr. McClellan:** I raise it now simply because I doubt we will get to it. But if you do not want to discuss it now perhaps the ministry could deal with that.

**Mr. Chairman:** I am sure we could discuss it if we move on a little faster on some of the earlier votes. Any more questions on item 1, vote 3004? That is carried then.

**Mr. Ruprecht:** I had my hand up, Mr. Chairman.

**Mr. Chairman:** Your instinctive reaction is a little late, but anyway would you like to comment?

**Mr. Ruprecht:** I had my hand up.

**Mr. Chairman:** I did not notice that. I apologize.

**Mr. Ruprecht:** You had indicated, if you check the record, that Mr. McClellan was supposed to speak first and then I should speak. Then later on you indicated that maybe I should be the first one because he was waiting for persons to remove themselves. You had mentioned my name at least twice and then you went ahead with a vote without checking with me.

**Mr. Chairman:** Senility, old age.

**Mr. Ruprecht:** It is too bad you are chairman of this committee if that is the case. Remove yourself. Resign.

4:40 p.m.

I am a bit disappointed at the budget. When I look at the budget, I find that the only part that was cut and which, to my mind, does not need to be cut but needs to be increased, is the part we are discussing now—citizenship and multicultural support. I know that you, Mr. Chairman, have always been going around to different community groups that have helped you a great deal in your political career and your private career, indicating that you are the spokesperson for the—

**Mr. Chairman:** If I could just comment about helping the private career, I do not know what insinuations you are making.

Interjections.

**Mr. Chairman:** I don't know what you mean by private practice. Maybe you could focus your comments on the item before you.

**Mr. Ruprecht:** I certainly will.

Mr. Chairman, you had indicated to a lot of other groups that the minister was doing a tremendous job in the multicultural field. Now we find, very strangely, that the minister talks about an increase of 12.6 per cent in one small project area for grants for multicultural sharing, but what he fails to mention is the staggering overall decrease in grants to community groups

and agencies. That decrease is 15.5 per cent. In fact, this particular side of the budget is the only side in line items where the budget had been cut.

My first question to the minister is, why have you thought this necessary, having been entrusted with the responsibility to look after the multicultural community, which is growing and which is growing in its needs? I find it somewhat strange that you have reduced this part of the budget.

**Hon. Mr. Baetz:** Perhaps I should say something before Mr. Ruprecht gets too totally depressed about this apparent cut. I am looking at the bottom line here, the \$7,632,000 for 1980-81, and I am sure that he is referring to that same column. Compared to \$6,678,000 for 1981-82, obviously there is a decrease, but there are very valid and legitimate reasons for that decrease. They come largely in two lines.

One is that the grant for service to refugees, the boat people, as they are sometimes referred to, has been decreased simply because we are anticipating fewer arrivals this year. I think that is a generally accepted cut. The other, the Wintario grant program, has in effect really moved on into other parts of the overall budget. It does not in any way reflect a decrease of roughly \$1 million in our activities in the citizenship and multicultural support field.

I realize, Mr. Ruprecht, that by just looking at it the way it is set out here one could conclude that. There is more to it than that. Our commitment to the multicultural field is as large as it has ever been. If you look up further in the grants for multicultural projects, there is an increase from \$540,000 to \$608,000. That really means we are financing those kinds of projects largely through Wintario, but under different rubrics in different parts of the budget.

I can assure you that the overall thrust or the overall program in this field has in no way been reduced.

**Mr. Chairman:** I guess, Mr. Ruprecht, you are referring to item 1, page 148. In brackets, it is a decrease. The grant for multicultural projects is an increase of \$67,000.

**Mr. Ruprecht:** Yes. That is what the minister indicates. It is \$67,900. But the decrease, from what my figures indicate, is basically \$545,000.

**Hon. Mr. Baetz:** He is looking at these two items.

**Mr. Ruprecht:** Yes, that is right. That is what I am adding up. And that does not include the inflationary factor, which should be taken into

account. Could I ask you a quick question about these figures on page 10? I am looking at the breakdown of these estimates.

The citizenship development branch gets a total of \$6,678,700 and special services for native peoples gets over \$3 million. Do you not consider the \$6,678,700 a decrease from last year?

**Hon. Mr. Baetz:** I am sorry, I do not have this document in front of me.

**Mr. Ruprecht:** Page 10 of these estimates. Just compare last year's figures with this year's figures, without taking the services for native peoples into account. In other words, what I am asking is, what was the figure last year for the multicultural community, other than the special services for native peoples?

**Mr. Chairman:** If you can refer to page 148, it will make it easier since there are two sets of the same figures.

**Mr. Ruprecht:** I am looking at that. That, as you indicated earlier, is a decrease from \$7 million to \$6 million, roughly \$1 million.

**Hon. Mr. Baetz:** Again, Mr. Ruprecht, it is not a de facto decrease. The one item reflects a transfer to another part of the overall budget, and the other item refers to a decrease in the program, which is due to the fact that there are fewer refugees, boat people, coming in.

**Mr. Ruprecht:** Addressing myself to that point, I had presentations made to me by the management committees that basically look after the well-being, dispersion and integration into society of the boat people. I am not sure whether they had gone to you, but I think they probably might have gone to you. They have indicated to me that they had received indications from your office that they would have to accept a substantial cut.

**Hon. Mr. Baetz:** These are the agencies that are providing services to the boat people?

**Mr. Ruprecht:** Yes.

**Hon. Mr. Baetz:** No. If they have received cuts, it is because their anticipated case load is going down quite sharply. I must say my information is that all of the agencies recognized the cuts and were satisfied.

**Mr. Ruprecht:** Okay. I will accept that.

**Mr. Chairman:** Perhaps Dr. Bancroft could elaborate on this.

**Dr. Bancroft:** Not really, Mr. Chairman.

**Mr. Ruprecht:** That is fine. If you accept that, I will accept that.

**Hon. Mr. Baetz:** Ontario anticipates 7,000 next year. Out of the overall allocation of some 60,000 permitted to enter Canada by the federal government, around 30,000 are anticipated to enter Ontario. Of that 30,000, roughly 24,000 came in last year and the year before. We still expect between 6,500 and 7,000 and only that number this year. They had a big year last year with the big influx. It will be much smaller this year.

**Mr. Ruprecht:** The only surprise I am showing here is that I was approached in terms of their funding being cut, and I find it surprising that they had not come to you. You are saying they really had not come, and they were happy with the cut. I am not going to quibble with that. You say they were happy with that, and I will accept your explanation.

**Hon. Mr. Baetz:** They are happy now and they have always been happy.

**Mr. Ruprecht:** That is very interesting. I know you people are all happy. That is terrific, but I am not happy with the cut, and neither is Mr. Shymko.

**Mr. Chairman:** As chairman, I cannot comment on your insinuations, Mr. Ruprecht.

**Mr. Ruprecht:** You were our champion for so many months. Go ahead. I am sorry.

4:50 p.m.:

**Hon. Mr. Baetz:** In anticipation of a large cut, which was really groundless, they organized a little campaign and got in touch with a lot of people, including you, I am sure, and quite a few others in the room, to point out their needs for this coming year. At about the same time, they came to my staff and they came to me. We agreed they should be funded again for a total of \$500,000 this year and everyone went away happy. There is happiness in the field.

**Mr. Ruprecht:** That's terrific.

**Hon. Mr. Baetz:** Everyone's happy. If Ms. Eastham were to be called forward here to substantiate that, she would say so too.

**Mr. Ruprecht:** I want to state for this record that it really surprises me that you would say, as Minister of Culture and Recreation, entrusted with the sacred trust of looking after multicultural people in this province, that you think they are happy when you are cutting them. This is a real surprise to me. Do you think you can go out there to these people next time and they are going to be saying they are very happy about that? Let me go on to the next point.



**Hon. Mr. Baetz:** You have made a comment here that I do not want to leave unchallenged, Mr. Ruprecht. You have said you find it strange the agencies are happy even though they have been cut. They are happy even though they have been cut because the cut was commensurate with their anticipated programs.

I just want to say one thing, Mr. Ruprecht. I know you are vitally interested in immigrants and ethnic groups. I tell you that for 20 years I was actively engaged here and abroad in the resettlement of refugees; so I too have some awareness of the field and some commitment to it.

**Mr. Ruprecht:** I believe you. I didn't say you were failing totally.

**Mr. Chairman:** Any further questions, or can we ask someone else?

**Mr. Ruprecht:** No, I am not finished yet.

When we examine those figures, are you telling me those cuts are totally cuts related to the boat people coming to this country, or are they cuts in grants to community groups and agencies?

**Hon. Mr. Baetz:** Under item (f), this line was set up originally and designated for the boat people. That is what it refers to.

**Mr. Ruprecht:** I am not talking about that line now.

**Hon. Mr. Baetz:** What line are you talking about then?

**Mr. Ruprecht:** You made the statement earlier that the cuts in this budget, to which I referred in my introductory remarks, are the only items that were cut from your budget. Do these cuts relate only to the moneys that were supposed to go to the boat people, or are these cuts of moneys that were supposed to go in grants to community groups and agencies? That is the question I am asking you.

**Hon. Mr. Baetz:** Perhaps Dr. Bancroft would like to try. I thought I had answered it.

**Mr. Ruprecht:** No, you certainly had not answered that question.

**Mr. Chairman:** Would you answer beyond a few words?

**Mr. Ruprecht:** Mr. Chairman, I don't think you should make light of this.

**Mr. Chairman:** I'm sure if you need an extensive explanation and Dr. Bancroft is willing to provide you with one, you should give him the opportunity, Mr. Ruprecht.

**Dr. Bancroft:** To the extent I understand Mr. Ruprecht's questions—and I am talking from page 148 in the yellow document—

**Mr. Ruprecht:** I am looking at that.

**Dr. Bancroft:**—this is the sort of thing the minister meant when he said some of his grants appear under different rubrics and different divisions.

**Interjection:** Different Ruprechts?

**Mr. Ruprecht:** Well, I certainly didn't get any money.

**Dr. Bancroft:** I said "rubrics."

**Mr. Dean:** We could certainly do with a different Ruprecht.

**Dr. Bancroft:** If you look at grant (d), grants for leadership, you see a decrease of \$49,600. That is due to the fact that part of the leadership grants that were handled by our division have been transferred to sports and fitness. That is the sort of transfer the minister was talking about.

If you look at the Wintario program grants, you see a reduction of \$400,000. Part of that reduction is due to the fact that in the past year those funds were not utilized to the extent we would have liked them to be utilized. So the lower figure we put forward for our division was a more realistic figure. This is negotiated every year, so it is a more realistic figure in terms of the level of utilization last year.

When we examined some of the factors that contributed to the level of utilization, we found, for example, many of the small ethnocultural groups just did not know about the Wintario program grants. That was one thing we discovered. Another thing we discovered was that some of them knew about these grants but did not have matching funds to put up in order to get the grant, and there were a number of other factors.

We have taken a definite step to rectify that situation. One of the things we have done is to prepare a brochure, copies of which you can have, presenting in a very simplified form, a very simplified question-and-answer fashion, the various programs in Wintario they can apply for. We are hoping that as a result of that brochure there would be greater activity in this area.

But, as the minister was saying, these figures do not represent a threat to the ethnocultural communities and their access to Wintario funds.

**Mr. Ruprecht:** No, I understand that now.

From what you are telling me, it is a bit different—and I am going to check the record on this—to what the minister had indicated.

You were saying here we had some funding under the Wintario program grants that was looked at and was found to be not properly utilized. Consequently, you had to cut some of these.

**Interjection:** He didn't say that at all.

**Dr. Bancroft:** Mr. Chairman, I didn't say they were not properly utilized.

**Mr. Chairman:** I did not hear this. We will have to check Hansard. I did not hear that they were not properly utilized.

**Interjection:** Not fully utilized.

**Interjection:** There is a big difference.

**Mr. Chairman:** Order.

**Mr. Ruprecht:** The minister had indicated that as far as he is concerned the cuts were not made in Wintario program grants; neither were these cuts being made to take away money from the multicultural communities. That is what I had understood. I understood these figures have been reduced because they were transferred to different accounts for different programs. Now what I understand Dr. Bancroft to say is that because of proper or improper or only partial utilization, some cuts were made in the Wintario program grants.

Either we do not truly know what these figures are here or something is astray in your ministry. You were saying to us that these cuts are not really cuts that would affect multicultural communities, and I find that somewhat questionable now. I would ask you to tell me one more time in a very clear manner—

**Mr. Dean:** The fourth time.

**Mr. Ruprecht:** The fourth time. That's right. This minister has not been clear from what I understand his answer to be.

**Hon. Mr. Baetz:** In the four times I have tried to explain this and the once Dr. Bancroft has tried to explain it, the bottom line is that our total programming, our total commitment to the multicultural field, has not diminished. It may appear, as he was saying, under different rubrics or it may appear under different programs, but the total thrust, the total program, the total spending to this particular field has not diminished.

That is the bottom line of all of this. We can go around this fire hydrant 100 times and say it in 10 different ways but that is what we are trying to convey to you.

5 p.m.

**Mr. Chairman:** Are there any further questions on item 1, citizenship development? Does item 1 carry?

**Some hon. members:** Carried.

**Mr. Ruprecht:** Mr. Chairman, are you recording this vote?

**Mr. Chairman:** No.

**Mr. Ruprecht:** I would like to. I would like to indicate that I oppose this item.

**Mr. Chairman:** Item 1 has carried.

**Ms. Fish:** Excuse me. On a point of order, Mr. Chairman: If Mr. Ruprecht is requesting a recorded division in this matter, if he would like to vote against this allocation, I think we should accommodate him and provide an appropriate record. If that is what Mr. Ruprecht wants, I would ask that he be accommodated and the record so show.

**Mr. Ruprecht:** Let's have a recorded vote, Mr. Chairman.

**Mr. Chairman:** All right. I will call for a recorded vote.

The committee divided on vote 3004, item 1, which was agreed to on the following vote:

Ayes

Dean, Edighoffer, Fish, Gillies, Kolyn and McClellan.

Nays

Ruprecht.

Ayes, six; nays, one.

On item 2, special services for native people:

**Mr. McClellan:** Mr. Chairman, there are a number of questions I could ask but we are pressed for time. Can the minister tell us precisely when we can expect to receive copies of the report of the task force on natives in the urban setting?

**Hon. Mr. Baetz:** Is Mr. Fred Boden here?

**Mr. Chairman:** Mr. Boden is director of the native community branch.

**Mr. Boden:** We expect the draft report of the task force on natives in the urban setting to be ready this summer.

**Mr. McClellan:** Not June.

**Mr. Boden:** Actually, we were promised it by the writer for June 1, but I said summer in case he did not meet the deadline.

**Mr. McClellan:** I am sure the minister would want to make sure that members of the committee at least have copies of the report when it is published.

Secondly, I assume this very important study as well as identifying needs will have a number

of major recommendations, that there will be a number of specific recommendations for a program. I want to ask what kind of structure is being established in order to make sure that the report does not gather dust, but that there is a way of implementing the recommendations.

**Mr. Boden:** We divided the task force into two eras, era one and era two. Era one involves the collection of data and the publishing of the core report and about a dozen appendices which will be covering the top of the table like this. Era two is now in the process of being designed. The purpose of era two is to take the findings of era one and through a co-operative effort of the native people, the organizations with which we are involved, and the government to prepare recommendations in the areas of policy and programs for the government and the native organizations. The report not only examines the government's role, but it also examines the role of the native organizations and their ability to serve the people in the communities across Ontario.

**Mr. Gillies:** I am looking at page 164 of the estimates briefing book, item (c) under transfer payments, which is the Ontario Federation of Indian Friendship Centres. Could you tell me a bit about these centres? Would they include, for example, the Woodland Indian Cultural Educational Centre in Brantford?

**Mr. Boden:** No. The Federation of Indian Friendship Centres is the umbrella organization for 16 friendship centres across Ontario. There is one here in Toronto on Spadina Avenue.

As to the cultural centres to which you refer, there are about four funded by the federal government through the Department of Indian Affairs and Northern Development. There is one in the Brantford area, one in Timmins, one in Wikwemikong on Manitoulin Island and one other in the province. They are separate. They deal with the cultural heritage of the native people. The friendship centres tend to be more service-oriented organizations in the urban settings in Ontario.

**Mr. McClellan:** I just have one other question for the minister. Now that Rene Brunelle is retired, who is the cabinet co-ordinator on native affairs? Or is there one?

**Hon. Mr. Baetz:** It is Mr. Ramsay.

**Mr. McClellan:** I was intrigued that the branch had been involved in two native government policy development enterprises, one with respect to residential services on reserves and the other with respect to alcohol and drug

abuse. I have also expressed this concern a number of times before, but I am concerned about the location of this branch.

If the function proliferates throughout the government with some activities taking place under the cabinet co-ordinator and others taking place under this ministry, it simply diffuses the effort and makes the co-ordinated government response to problems within the native communities more difficult. I do not know whether any further study has been given to the location of this branch, but I would ask the minister at this time.

**Hon. Mr. Baetz:** I would agree. I guess everyone who knows anything about native affairs and efforts to provide services for native people has this problem of fragmentation of services within government. We have tried to deal with this problem by creating the cabinet committee on native affairs. I really think the results in the last year or year and a half have indicated that that committee at least pulls together and orchestrates the overall activities of government as it involves native people. In the long haul that may not be the final solution, but certainly it has proven to be a very substantial step forward.

**Mr. McClellan:** Who now chairs that? Mr. Ramsay?

**Hon. Mr. Baetz:** Mr. Ramsay.

Item 2 agreed to.

Vote 3004 agreed to.

On vote 3005, libraries and community information program; item 1, library services:

**Mr. Edighoffer:** I received a copy of a resolution from the St. Catharines public library board which, I think, was addressed to the Minister of Culture and Recreation. Rather than go over it—I know the time is very short—I will just say that the petition relates to the operation of the libraries in the Niagara region without the benefit of some of the services of the regional library system. I wonder if the minister has received a copy of that petition and knows what is going to take place.

**Hon. Mr. Baetz:** Yes. We have been actively engaged with the Niagara regional library service and the member libraries in that region. As you probably know, about a year and a half or two years ago, the Niagara regional library office ran into some very serious financial problems—bankruptcy and so forth.

5:10 p.m.



We have provided them with ongoing funding to pay off their debts. They had concluded at one point that they would cut out all services for two years or so until the debt, something like \$400,000, had been retired. As a result of presentations by some of the municipal libraries, we encouraged them to retire the debt over three or four years and to provide at least some of the essential services, such as interlibrary loans and so on.

That whole problem is going to be resolved by the end of this fiscal year or part way through next fiscal year when the debt has been retired and the services have been reinstated up to a certain point. In the meantime, we have embarked on our major review of library services in the province, which will address itself to the whole question of the place of the regional library services in the framework of Ontario libraries. There probably will be some changes suggested and some changes made in legislation.

**Mr. Edighoffer:** But you think the debt will be wiped out by the end of 1982 or 1983?

**Hon. Mr. Baetz:** Yes. Perhaps Mr. McCullough could give us the precise date. Certainly it is not something that is going to go on forever. It will be either at the end of this year or part way through next year.

**Mr. McCullough:** I think 1982-83 is the correct time it is expected to take for the debt to be retired.

**Mr. Dean:** Mr. Chairman, my comment is not specifically about the amount of funding, but rather about the whole structure of grants for libraries. Having served on a library board that was unusual in having many municipal councillors on it, I am strongly of the opinion that we should get away from the almost complete dependence on library boards as separate entities over which local councils have practically no control. I hope some of this comes out in the program review.

It is really a mistake for us to continue to favour this. It may be beyond the purview of this ministry, but it would be of great assistance in many municipal situations if the library boards were not perceived as being "that other bunch over there." Library boards have a strong lobby because they feel they are completely forgotten in municipal priorities, but that is a lot of tommyrot. If they can mount a tremendous campaign of lobbying as groups, they could do the same thing if they were part of the municipal function.

I have found that there is a much better understanding of the needs of the libraries when there are some councillors on the board or when it is the function of council, which it is in a very few cases. I think in this committee we should lend our support to any movement there is to restore a little more accountability to the elected people in library services.

**Hon. Mr. Baetz:** The program review is looking at the question of exactly who appoints or elects the local library boards. As Mr. Dean has indicated, there are two definite schools of thought which are very much opposed to each other.

I do not know how the review will come out. Even though we are now paying \$25,217,000 a year to libraries, we have to keep in mind that something like 76 per cent of all library support comes from the local governments. They are still the big supporter in aggregate, although it is spotty. There are some smaller communities which still are not convinced that libraries serve any useful purpose and are rather parsimonious in their support.

However, this subject will be addressed. I am sure that we will have opportunity, both here in this committee and elsewhere, to look at that question.

**Mr. Dean:** Fine. I am giving advance notice, Mr. Chairman, that I am one of those with very strong feelings that it has not been tried by a majority of boards or municipalities, and that I am one with direct experience in one where it worked beautifully when the dirty old politicians got involved with it.

**Mr. Chairman:** Thank you, Mr. Dean. Are there any more questions?

Vote 3005 agreed to.

On vote 3006, sports and fitness:

**Mr. Chairman:** We have three more minutes.

**Mr. Gillies:** Mr. Minister, on page 63 of your opening statement you spoke about the Jeux Canada Games complex at Thunder Bay being officially open to develop world-class swimming and diving facilities which, you said, in the long term would also be used for the training of aquatic athletes. I would hope that such a facility, which I understand is excellent, would also be available to the general public for fitness and swimming.

**Hon. Mr. Baetz:** Yes, it will.

**Mr. Gillies:** I wanted that to be clear because it was not that clear in your statement.

**Hon. Mr. Baetz:** It had better be, because it is enormous.

Vote 3006 agreed to.

Votes 3007 and 3008 agreed to.

**Mr. Chairman:** This completes consideration

of the estimates of the Ministry of Culture and Recreation.

We will reconvene on Tuesday of next week to consider Bill Pr10.

The committee adjourned at 5:15 p.m.

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Ontario

LEGISLATIVE ASSEMBLY

No. S-4

# Legislature of Ontario Debates

## Official Report (Hansard)

### Standing Committee on Social Development

Estimates, Social Development Policy



**First Session, Thirty-Second Parliament**

Wednesday, June 3, 1981

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

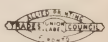
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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

**Wednesday, June 3, 1981**

The committee met at 1:23 p.m. in committee room No. 1.

### ESTIMATES, SOCIAL DEVELOPMENT POLICY

**Mr. Chairman:** I believe we have a quorum. We have all of our parties represented. Mr. Ruprecht, were you confused by the location of our meeting in room No. 1 instead of room No. 151, or were there other problems? Apparently there may have been some confusion as to the meeting room.

I welcome the members of our committee and I welcome our minister, the Hon. Margaret Birch. I believe we have a quorum. I would like to ask the minister to begin with her statement.

**Hon. Mrs. Birch:** Thank you very much, Mr. Chairman. I am pleased to present the spending estimates of the Provincial Secretariat for Social Development for the fiscal year 1981-82. For the benefit of the members new to this committee, I would like to take a moment to outline briefly the role and function of the secretariats.

It is now 10 years since cabinet received its report from the Committee on Government Productivity, known as COGP, which it had appointed to study the management of government. The committee, made up of five senior public servants and five senior executives from the business community, recommended the appointment of provincial secretaries in three policy fields and the establishment of policy field committees to assist the business of cabinet.

The authors of COGP had reasoned that the provincial secretaries, because they would not have operating responsibilities, could devote full-time attention to setting priorities, providing leadership in policy development and co-ordinating related programs of government within their respective policy field.

The cabinet committees meet on Thursday mornings to explore subjects of mutual concern and to examine policy proposals on their way to cabinet from the field ministries.

The secretariat itself plays a key role in anticipating and co-ordinating the development of policy. There are many issues in the social area that affect not only the interests of ministries within the field but often ministries in other

policy fields. An example, one which is geared to long-term planning, is our work in promoting and co-ordinating response to known demographic trends in Ontario.

Changes in the population age structure have implications for many of our programs. One of the major implications is the effect of an ageing population on existing programs and services.

Some members will recall that at an earlier session of our estimates we presented the preliminary findings of a government study of demographic trends. We now have published a booklet entitled, *Demographic Transition in Ontario*.

In addition to our co-ordinating role, the secretariat has, over time, been given responsibility for operational and program activities. This is particularly the case with activities related to youth employment, though we also provide rehabilitation services and staff support to three advisory councils—the Ontario Advisory Council on Senior Citizens, the Ontario Advisory Council on the Physically Handicapped and the Ontario Status of Women Council.

We also provide a focus for issues that cut across ministries; for example, group homes, the family, seniors and international years declared by the United Nations.

Today I would like to highlight three areas of particular interest and activity for this fiscal year—the Youth Secretariat, group homes and special activities during the International Year of Disabled Persons.

At this time, although I am sure he needs no introduction to his colleagues, I would like to officially welcome the member for Brantford, Phil Gillies, who has been recently appointed as my parliamentary assistant, with his particular responsibility being the Ontario Youth Secretariat. I know that with his enthusiasm and dedication he will carry on the good work of his predecessor, the member for Mississauga North (Mr. Jones). Welcome, we are delighted to have you.

The Youth Secretariat supports a range of youth employment activities. Among them are the provision of more than 10,000 summer jobs through the Experience '81 program, the mounting of an extensive employment information campaign and the sponsorship of Ontario Career

Week, which with the assistance of schools and the business community, helps students become aware of the many career choices open to them.

This year, I am pleased to report that the Youth Secretariat has been given new responsibilities for several very important activities—the youth employment counselling program, the student venture capital program and the summer enterprises program.

Members will recall that the youth employment counselling program was announced in the Board of Industrial Leadership and Development statement last January, following a review of the youth unemployment situation by the Ontario Manpower Commission and the Youth Secretariat. BILD has set aside \$15 million over the next five years for this program, which will assist young people with low levels of educational achievement who have difficulty in making the transition from school to work.

Because unemployed youth create major problems for themselves and for society when they cannot obtain or keep satisfying employment, we believe that this particular group deserves special help. We will fund half the operating budget to a maximum of \$60,000 per year for programs that provide employment counselling, placement in jobs or referral to training programs and follow-up to monitor progress.

We believe the key to the success of this program will be local involvement, with community-based organizations developing programs to match the employment needs of youth with the jobs available in their own communities.

Last November responsibility for two components of the experience program—student venture capital and summer enterprises—was transferred from the Ministry of Colleges and Universities to the Ontario Youth Secretariat.

#### **1:30 p.m.**

The student venture capital program, co-sponsored by the Royal Bank of Canada and the Ontario Chamber of Commerce, is designed to encourage young people to develop and operate their own summer businesses. It offers interest-free loans up to a maximum of \$1,000 per venture. This year there is funding for more than 200 summer businesses.

The summer enterprises program encourages students to work together in groups to develop and operate low risk businesses with guidance from trained staff. The university students involved receive a salary as program managers or assistant managers, while high school students share in the business profits. This program

is co-ordinated by Junior Achievement of Canada under contract with the Youth Secretariat. Junior Achievement hopes to involve about 500 young people in the program this year. These programs contribute significantly to the development of small business entrepreneurship in Ontario as well as providing challenging summer jobs for many young people.

I would like to tell the members of the progress that has been made in implementing the province's new group home policy. That policy, as you know, is to encourage municipalities to permit the establishment of group homes in all residential areas by appropriate changes to the official plan and zoning bylaws.

Since September 1979 our provincial co-ordinator, Jill Hutcheon, with the assistance of other staff, has been working with planning boards and planning staff, ratepayers and community associations, social agencies and organizations, in assisting municipalities to develop a group home policy. On occasions where there are concerns about a specific home, Mrs. Hutcheon has met with the operator, neighbours and municipal authorities to help alleviate these concerns.

About a month ago I addressed the Association of Counties and Regions of Ontario at their one-day seminar on group homes. As I said at that time, my colleagues and I feel strongly about our commitment to community concepts of living. We know that institutions will always be necessary for some people; however for others they restrict the opportunity to develop to the full potential their individual capability and to become productive members of society.

Community or group homes give individuals an opportunity to make choices, to come to decisions and learn to manage their own lives. Each of us deserves the help needed to grow and develop; each of us has a right to expect that those needs will be met in our home community. I am pleased to report that 19 municipalities and regional governments with populations of more than 50,000 have already adopted, or are close to adopting, a group home policy. Metro Toronto is the most recent municipality to approve such a policy.

At last year's estimates I spoke of our presentations to planning boards and to public meetings in the city of Ottawa. Since that time, Ottawa has passed an open group home policy. You may be interested to know that the diocese of the Roman Catholic church is actively supporting group homes by reaching out to the community and that the secretariat has provided material to assist them with this program.

Another major municipality, the city of London, has passed an open group home policy within the last year without any public opposition. This is an example of a community which to its credit saw its responsibilities and acted upon them. There are a number of excellent group homes in London, which no doubt aided public opinion in their favour.

One example is the William Proudfoot House for Women Offenders. This home is located in a residential neighbourhood and it is so accepted that when the neighbours go on holidays they ask the residents of the group home to watch over their houses, check their mail and water their plants. This kind of an example, which is not an isolated one, proves that when communities allow the group home experience to take place, they find their fear that a group home is an unwelcome intrusion often dissipates very quickly.

We all know there are people who resist the idea and that some municipalities, responding to ratepayer groups and individuals, are not ready to receive people with special needs into their communities. There are a number of areas of concern which continue to surface. Some people worry about the value of their property depreciating, although the evidence shows this is an unfounded fear.

**Mr. McClellan:** You should read this to Jim Snow some time.

**Hon. Mrs. Birch:** I remember that.

Some people are sensitive to certain types of homes and there are other issues relating to the regulation of homes. These concerns point to the continuing need for discussion and consultation at the local level about community concepts of living.

I am pleased with our efforts to date and I assure you we will continue to work co-operatively with communities across this province to increase understanding and acceptance of this policy. In this International Year of Disabled Persons it is particularly important that we stress the desirability of municipalities assisting handicapped persons and others who could benefit by living in a group home.

I would like to inform the members about our commitment to the International Year of Disabled Persons. The Secretariat for Social Development has been working with an interministerial committee over the past year to present program proposals in this special year and to implement new directions which will have a long-term, positive effect on the wellbeing of disabled people in our province. As a result of

the committee's activities, 15 ministries, plus the civil service commission and the Workmen's Compensation Board, are undertaking special IYDP initiatives, most of which are within their regular program activities.

In his recent budget, our colleague, the Treasurer of Ontario (Mr. F. S. Miller), indicated that funding of major programs for disabled people is this year being increased by 18.8 per cent or \$94 million, for a total of \$593 million. Within this total a special allocation of \$12 million has been allowed for the expansion of intervener and interpreter services, the attendant care program and services to autistic persons. Some other new initiatives are still in the planning stage. In addition, \$5 million is being provided through Wintario grants to make cultural and recreational facilities accessible to disabled people.

Other important initiatives are the passage of Bill 82, making education in the regular school system accessible to every child, regardless of exceptionality; changes to the Ontario Building Code which require new buildings, and existing buildings by major renovations, to include accessibility features; and the proposed amendments to the human rights code, which will outlaw discrimination on the basis of handicap.

**Mr. McClellan:** You are not talking about part V though—those terrible amendments. We will discuss it.

**Hon. Mrs. Birch:** There are ongoing discussions in that area too, Ross.

In the secretariat, the activities of the office of the co-ordinator for IYDP in responding to information requests from the general public have been extensive and have had a very positive impact on events at a local level across the province. The IYDP office will be functioning until the end of the year but the work of the co-ordinator of rehabilitation services, his staff and the interministerial team will of course continue.

To create public awareness of this international year, and more important, to change attitudes by emphasizing the capabilities of disabled people, the secretariat, on behalf of the government, has undertaken a communications program. This program consists of a number of advertising and public relations elements, a newsletter, a travelling display, a 60-second television commercial, print advertisements, public service announcements on radio and a poster, all of which are linked to the theme, "Label us able."

Our research indicated that of all the obsta-



cles faced by disabled people, the greatest single one is the often negative and fearful attitudes of others. Buildings would be accessible, mobility no problem, jobs more easily found if attitudes were different. We know we can make a great contribution to this year and to disabled people in our province by emphasizing the positive and through this approach help to change those attitudes.

**1:40 p.m.**

I believe the four-minute video production, which is part of our travelling display, and our television commercial, which has just been released this week, speak eloquently to this message.

The members might be interested to know that the professionals who helped us develop our program, and particularly our television commercial, found this a most challenging but rewarding task; challenging because of the difficulty of recruiting individuals willing to participate in this personal way and also because of our unique requirements to locate people with a range of disabilities and possessing the particular skills required for these productions. I know it was rewarding for all because the final result is a positive and dramatic demonstration of ability.

**Mr. Chairman,** with your permission, we would be pleased to show a videotape to the members. Before going ahead with this, however, I would like to take this opportunity to introduce to you my new Deputy Provincial Secretary, Ethel McLellan. I feel very fortunate to have her support, her guidance and her very strong administrative hand at my side.

We would be very pleased to answer any questions that the members may have on our estimates and our activities.

**Mr. Chairman:** Thank you, Madam Minister. With the committee's agreement, I would like to show the videotape commercial now and then continue with questions. Would the committee agree to that? Thank you.

Let us see the commercial now then.

**Mr. McClellan:** Who was the agency involved?

**Hon. Mrs. Birch:** Camp Associates.

**Mr. McClellan:** I have never heard of them.

**Ms. Dorfman:** Mr. Chairman, there are three separate tapes here. The first one I am putting on is the videotape which accompanies our travelling display.

The committee viewed an audio-visual presentation from 1:42 p.m. to 1:49 p.m.

On resumption:

**Hon. Mrs. Birch:** Those are part of the display that is going to travel to 22 communities in Ontario. It will be presented in the communities by four young people in our Experience program, all suffering from different disabilities—just four wonderful young people. I can just sense that when they appear in malls or wherever they will be able to develop an understanding in the communities across this province about the needs of our disabled.

I am very impressed. This was very well researched in the disabled community and certainly has the support of everyone. It is positive and I think a very good approach to this year. I am very proud of it.

**Mr. Chairman:** Are we continuing with other sequences?

**Hon. Mrs. Birch:** There is just a very short one. They are bilingual, we have them in English and French.

The committee viewed an audio-visual presentation from 1:50 p.m. to 1:54 p.m.

On resumption:

**Mr. Chairman:** Madam Minister, if I could just briefly comment, the processing of estimates very often becomes a very dry, routine procedure and I think today we have experienced a refreshing side that is both sensitive and communicates an area of concern we tend to forget very often. I thank you for the opportunity of having seen both commercials.

**Hon. Mrs. Birch:** I was anxious to share it because everyone is very busy and they might not just see it when it happened to be on television, although it will be in the media as well. I am very proud of it.

**Ms. Fish:** It was just super. Very, very well done.

**Mr. Chairman:** Before we continue with questions and comments on the minister's introductory statement, I would like to inform you that there is a corrected page; I believe it will be the sixth page as you count from the very first one of the estimates briefing book. Does every member of the committee have a copy of that?

We have five hours allocated for the estimates of Social Development policy. Are there any questions, comments on the minister's introductory statement? Does the committee wish to proceed on the specific vote items?

We will begin with vote 2701, social development policy program, the financial summary.

**Mr. Ruprecht:** I do not know whether it is customary for the opposition parties to respond

to the minister's statement or whether we go directly into line items. I had assumed that we would have the opportunity to indicate our party's position on this matter.

**Mr. Chairman:** I asked whether there were any comments or questions from the members of the committee, obviously referring to the opposition members, and I received no indication from you, Mr. Ruprecht, and now that—

**Mr. Ruprecht:** You were looking at another member, I think. You were looking at the member for St. George.

**Mr. Chairman:** I look at everyone. You are being noticed as well as all the other members, Mr. Ruprecht, you can be assured of that.

**Mr. Ruprecht:** You were looking at some blonde hair and that is why you missed my bald spot. I wish to make a comment.

**Mr. Chairman:** That is a problem I am sure I cannot be involved with—

**Mr. Ruprecht:** Why can't you?

**Mr. Chairman:** —the quality of your hair or the structure of your head and other things. Whether you have any hair or not I think is irrelevant to the estimates of Social Development policy.

Mr. McClellan, would you have any comments to make following the minister's statement?

**Mr. McClellan:** Yes, you can take it as given in this committee that the critics always make an opening statement.

**Mr. Chairman:** Fine. An opening statement; Mr. Ruprecht.

**Mr. Ruprecht:** Thank you very much, Mr. Chairman. I am happy to provide you with my party's position on the comments of the minister. Let me start off by saying that I was very happy to see those short presentations in that commercial. I thought that was not only very interesting but it is going to be very informative; it is something that the minister is doing right.

At last year's estimates of the Provincial Secretariat for Social Development the minister stated, and I quote, "My primary function and that of my secretariat is the co-ordination of policy development among ministries in the social development field." That was December 10, 1979.

If you do not mind, I would first like to address myself to this policy of co-ordination, or I should rather say the lack of policy of co-ordination.

In February 1980 the Ontario Liberal Party

published a Metro perspective on the question of deinstitutionalization. It emphasized that deinstitutionalization in Ontario was falling short of its goals; that it is occurring without proper planning to ensure that necessary support services are in place; that no single ministry or level of government has the clear responsibility to do this long-term planning; and that there is no rational or co-ordinated approach to funding community support services in this province. We had stated then that deinstitutionalization was a concept in search of a policy.

Unfortunately, little has changed since that newsletter was published. Indeed, one could go further and agree with the paper presented at the annual meeting of the Metro liaison committee of voluntary agencies held on May 28, 1981 at OISE that the province has adopted the rhetoric of deinstitutionalization but has confused it with dumping.

An example of your secretariat's ambiguous approach to deinstitutionalization is the matter of co-ordination of placement and aftercare of discharged psychiatric patients. In my own area of Parkdale the situation with respect to discharge planning and aftercare provision remains terrible.

I am sure, Mr. Chairman, you will be able to attest to that because your riding borders on mine and you will probably have to drive through and see the result of this unco-ordinated policy in our area. Hundreds of ex-psychiatric patients continue to live lives of loneliness in squalor, in dingy boarding homes, with nothing in the way of programs designed to reintegrate them into community life.

**2 p.m.**

Does the minister realize that Parkdale is viewed as the Queen Street Mental Health Centre's outpatient department?

What has this secretariat actually done about creating a unified system of support services for these former patients? Has the minister had an opportunity to read a study published in April of this year conducted by the Community Resources Consultants of Toronto and the Clarke Institute, entitled *Psychiatric Aftercare in Metropolitan Toronto*?

This report highlights the difficulties in the provision of effective psychiatric aftercare in Metropolitan Toronto. I would ask you to note specifically the shortage of funds. As you know, the budget for psychiatric hospital services in Ontario is currently about \$340 million. Please compare that to the budget for community-based psychiatric programs, which is \$14.3 million.

Where is the commitment to community-based aftercare? Are new funds going to be made available in 1981-82 for housing and community-based support programs and services for discharged patients to allow them to truly enter the mainstream of community life? If so, how much and where?

Surely you would admit that the current lack of money makes a mockery of your so-called commitment to deinstitutionalization.

I understand that the province has funded a pilot project through Community Resources Consultants involving about seven outreach workers to assist with discharge planning and follow-up care. This project is the result of the aftercare study referred to. While this may prove to be a move in the right direction, it is tokenism, Madam Minister, a drop in the bucket. Above all, it does nothing about the housing problem, which is the critical problem in my area of Parkdale. Can the minister explain how this pilot project will make a dent in the housing problem in Parkdale?

Is the minister familiar with the housing paper just done by Community Resources Consultants for the Ministry of Health, one of the ministries under the secretariat's aegis, which strongly criticizes your government's role in the area of housing and points to the dismal lack of progress with respect to housing for ex-psychiatric patients? Surely this housing issue stands as an example of the failure of your secretariat in its policy co-ordination role.

The minister might wish to respond that housing is the responsibility of the Minister of Housing (Mr. Bennett) or that aftercare is the responsibility of the Minister of Health (Mr. Timbrell), but anyone who is familiar with the plight of these former patients knows that their problems cannot be neatly divided up and compartmentalized ministry by ministry. These people have housing problems, income problems, health problems, unemployment problems and all are interrelated.

In my view, this is a classic case of the need for co-ordination, if ever there was one; and of course co-ordination is your primary mandate and function, as you yourself have acknowledged.

Further evidence of the failure of co-ordination is the still unresolved issue of regulations and standards for boarding homes. As the minister well knows, no one appears willing to take responsibility for setting standards of care and ensuring that they are kept through proper inspection.

For the last two years or more, all we have had

is bureaucratic buckpassing. The Minister of Health says housing standards are a municipal matter. Metro says personal care of the ex-mentally ill is a health problem and a provincial responsibility. The province has done nothing to break this impasse.

Worse yet, in October 1980 the Ministry of Health told the staff of the Queen Street Mental Health Centre, who were at least trying in an informal way to see that boarding homes kept certain minimal standards, to stop inspecting boarding homes for discharged patients, to stop keeping a recommended list of places that were adequate in which to place discharged patients. Is this the minister's idea of co-ordination, to stop inspecting boarding homes and to stop looking for and approving homes where people can go after they have been discharged?

Lest it be assumed that I and my party are only concerned about those patients who have been deinstitutionalized without the appropriate community services in place, let me note that there are people being kept in institutions longer than need be because of the absence of suitable housing.

Is the minister aware that people are now being kept in the Clarke Institute of Psychiatry in Metro Toronto as much as one month longer than necessary, due to inadequate housing on the outside, at a cost of \$259 per day?

Further, has the minister looked at the impact on hostels resulting from its deinstitutionalization policy? In a recent report of this year, February 17, Metro Toronto's commissioner of social services called for the Ministry of Community and Social Services to introduce changes in the legislation governing the funding of hostel programs so these hostels could better meet the needs of their changing clientele.

Apparently this clientele is changing because cutbacks in social services—children's aid societies, training schools and psychiatric hospitals—are creating more pressure for these hostels. Where are these people to go when they are discharged under the program of deinstitutionalization? Presumably your secretariat's role of co-ordination will prompt you to take action to cope with increasing case loads and changing clientele in these hostels.

May I ask what plans the minister has in this area? You only have to go to these hostels to see the plight they are in. I would suggest that if you cannot look into it you send someone from your ministry to find out what takes place at these hostels.

In short, what I am asking with respect to the



whole issue of co-ordination of social and health policy is: where is the co-ordination you promised last year? Where is the advocacy from your secretariat on behalf of those who have been victimized by your government's policy of deinstitutionalization?

The second point: I would like to respond to your policy of ageing and the elderly. In your 1979 statement you acknowledged the profound social changes facing us due to the ageing Ontario population. But once again we see the tragic gap between acknowledgement of the demographic reality and the meaningful leadership needed to answer the challenges of ageing and care for the elderly.

With two ministries—Health and ComSoc—as well as your own secretariat sharing responsibility for services to the elderly, the present situation remains as it has been for years, a funding and legislative maze with no one apparently in charge.

As a result, both ministries provide programs in institutions and both look after certain homes for support services. Each program has its own rules for eligibility, its own user fees and its own funding formula which, needless to say, is incredibly confusing and frustrating to agencies and service providers.

But it is not just a problem for the service providers. Indeed, if the only problem with the current fragmentation of responsibility was that agencies had to spend many hours or hire experts in order to negotiate various agreements with their disparate funding sources, that would be a problem but not a crisis.

What is crucial is that many elderly people end up receiving a level of care not suited to their needs or, indeed, do not receive any services at all. If they are in an institution, they may be getting the wrong level of care or paying more than they would if they were in a different type of institution. Some elderly do not receive services because there are gaps in the service.

At the same time there is overuse of the home care program, which is costly due to legislative fragmentation. With chronic home care coming to Metropolitan Toronto some time in the near future the problem will get worse unless this legislative confusion is clarified.

**2:10 p.m.**

What is the status of the new home support services legislation which has been in the making for at least two years? Will there be new legislation? Will both ministries stop going their separate ways? Will a consistent fee structure be provided which will encourage patients or resi-

dents to choose the level of care they really need? Will money be provided to improve and expand community services for the elderly?

Surely the case for expansion of these services has been made enough times. Our own advisory council on senior citizens has been pressing for more community based services. Last year's brief to the Ontario cabinet by the Ontario Campaign for Community Based Services is another example. Alerts have been sounded and the case has been made, yet what do we have to show for it, Madam Minister?

With respect to the institutional needs of Ontario's elderly people, this province's record is deplorable. In the past, we have seen arbitrary closures of hospital beds and freezes on nursing homes and homes for the aged. Metropolitan Toronto was told in January of this year that the province would not help to build any more homes for the aged in Toronto. Last September, the Hospital Council of Metropolitan Toronto estimated that over 2,000 more beds were needed for Metro's chronically ill and elderly who required extended care. This study pointed to a critical gap in service for elderly people needing extensive nursing care or who are chronically ill.

Metro Toronto's department of social services became so upset at the provincial government's refusal to fund the capital expansion and heavy nursing extended care that it actually developed a strategy for coping with its waiting list of some 425 applicants which was designed to force the province to wake up to the institutional needs of Metro's senior citizens.

Then, fortunately, due to the pressure of the upcoming election, the government relented a little. In October 1980 the Minister of Health announced 300 new nursing home beds in Metro. And in February 1981 Premier Davis promised to build a new chronic care hospital of 316 beds, for Baycrest, due to be built by 1984 or 1985.

In the same month, a \$40 million, five-year expansion improvement program for Ontario's homes for the aged was announced as another election goody, with 200 beds to go to Metro. Surely the minister realizes that these election goodies are drops in the bucket. In Metro, even with the new beds, using HCMT's 1980 figures I estimate that we will be 1,400 extended care beds short, not even taking into account new beds needed.

Three hundred new nursing home beds for Metro will have no significant impact on the current backlog in the system, neither will it

reduce pressure on Metro's homes for the aged. Where are these patients now? They are in hospitals taking up needed acute care beds there, or often at home with children who may be themselves elderly, are poorly cared for and creating hardships for those barely able to care for them at home.

Where is the co-ordination? Where is the planning? Freezes and cutbacks followed by token election goodies surely cannot be viewed as a decent policy on institutional care for our elderly. Moreover, is the Provincial Secretary for Social Development proud of services provided in our nursing homes, in homes for the aged?

The HCMT study makes it clear that the present per diem rate of about \$31 for nursing homes is simply not enough to pay for the heavy nursing care required. I am told that the real cost per diem is about \$40 per day. What solution will the minister be offering to solve the fiscal problems faced by charitable homes for the aged and nursing homes?

To sum up, it is no revelation to say that the health of most people deteriorates with advancing age. The need of Ontario's elderly people for social and health services will increase dramatically in the coming decades. Consequently, I would suggest that your mandate for the co-ordination of human services for the elderly in home support and in institutional care is more vital than ever. Do you intend to exercise this mandate, or will you allow to continue the present pattern of drift, followed by crisis response, with respect to services for the elderly?

What commitment will the minister make to ensure the insistent and increasing demand for beds will be met? What commitment will she make to provide needed community-based and home support services? Does your secretariat have any plans to go beyond the task force consultation stage in the foreseeable future to actually combine policies and planning so that Ontario really develops a continuum of care for our elderly people—and indeed for all of our vulnerable population?

Another point, Mr. Chairman, that our party has taken a stand on, a point which the minister addressed and that I would like to respond to, is that of family and day care. The Secretariat for Social Development has made a big fuss over the family in the past year or so, issuing booklets, conducting seminars, et cetera. The government and this secretariat have emphasized that the family must be the focal point for the development of social policy.

At the same time, in several statements various ministers have implied that a family policy should be based on concepts of family self-sufficiency, neighbourly and voluntary support and a minimum of government interference. While you have paid lip service to changes that have occurred both at work and in family life, the government has adopted no strategy to meet current needs and in fact has engaged in what has been described as a nostalgic search for easy answers.

While your government stresses the fact that the nuclear family remains the dominant factor, as important surely are other types of families—lone parent, reconstituted, unmarried couples with or without children, et cetera—which are gaining as a percentage of the total. The support which was once offered by the extended family, by the cohesive nuclear family and by the church has vanished for many families. The reality is that families today in Ontario are under severe pressure. We need family policies based on realities and not on wishful thinking in order to preserve and recapture family values.

Day care is very obviously a clear example of where services have not kept pace with needs. The trend to greater participation of women in the work force is growing. The reality is that with rising prices and inflation the dual-wage-earner household has become a necessity rather than a luxury. Single parents, of course, must generally work or go on welfare.

It is time to cease sticking our heads in the sand and pretending that it is possible to maintain traditional approaches to family life. Surely the proper response would be to recognize the changes that have taken place and formulate a policy to help parents to combine their work and family responsibilities.

**2:20 p.m.**

I would suggest that if the present Ontario government really values the institution of the family as it claims to do, it would help working mothers and fathers, not frustrate them by refusing to provide adequate day care.

You will remember that only last December after a year of intense lobbying did Mr. Norton agree to a 30 per cent increase in funding for day care in 1981. I recognize that it will provide \$11 million for new day care programs, an increase in the province's day care budget from \$49 million to \$63 million, but once again the additional subsidized day care spaces promised are not enough. In my municipality of Metropolitan Toronto, there are still 1,000 children on the waiting list.

There will be more day care provided for infants. That is a good thing because it was the most glaring gap in the system of day care, but the fact is there are not enough licensed and subsidized day care spaces. We need a five-year day care expansion plan for Ontario which will link the provision of day care to actual need, not just have new programs announced under tremendous pressure and because of an election.

Booklets, seminars and rhetoric are not enough. Nostalgic references to the family of yesteryear are not enough. A positive policy on family life must be based on a recognition of the changes that have taken place in this province in the work place and in family life.

Finally, Madam Minister, I would like to go back to my very first statement on co-ordination in your ministry. Our party believes that the co-ordination you promised last year in last year's estimates is the most important area of criticism, and I and my party wish you would get down to the business of providing the co-ordination you promised, so that all of us, no matter in what place we may reside in this province, will benefit from your policies and not the policies of frustration and nostalgia.

**Mr. Chairman:** Thank you, Mr. Ruprecht.

Madam Minister, would you like to reply to Mr. Ruprecht's comments or would you prefer to wait until you hear the comments from Mr. McClellan?

**Hon. Mrs. Birch:** I think I would prefer to wait if I may. I may have to repeat myself and I would not want to do that.

**Mr. McClellan:** I plan to cover a different waterfront.

**Hon. Mrs. Birch:** Thank you very much. I appreciate that.

**Mr. McClellan:** It is a great pleasure to take part in the estimates again—I guess for the sixth time, Margaret. This time there is a difference; on our committee we have some Conservative members who are here both physically and mentally and it is a welcome addition to the committee—I mean that quite sincerely—to have some members from your own caucus who are obviously here to participate in a serious way. I think that is good. I wish there were not quite so many of them, but we cannot have everything.

I have learned there are some things that are worth talking about in this set of estimates and some things that are not worth talking about. I do not intend to try to cover the whole Social

Development policy field because I do not think you affect the whole social development policy field.

We were talking earlier, the minister and I—and I have mellowed substantially and I have developed a great fondness for the incumbent minister.

**Mr. Chairman:** You are mellowing.

**Mr. McClellan:** It is hard to and rage and rant the way I used to.

**Hon. Mrs. Birch:** For which I am eternally grateful. You notice I am much more relaxed here.

**Mr. McClellan:** There are still serious problems with the secretariat system. Let me just touch on one of them.

I am sure it was a disappointment to you and the government that in the middle of the campaign you were not able to do what I was convinced you were going to do; that is, announce your new home support services legislative package. I am sure the money was available and that the public relations enterprises had been put together. From the political end of things you were ready to fly with what would have been both a good thing to do in an election campaign and also a very welcome piece of legislation—something that would pull together home support services for not only the elderly but also the physically handicapped.

It did not materialize during the election campaign because of a major foulup in the policy development area. I do not have the document with me because I could not find it. My papers are in some disarray because of transferring things to Richard Johnston, our new Community and Social Services critic, and I think I gave it to him.

The document I am referring to is dated October 1980. It is a draft white paper for the new home support services legislation put out by the Ministry of Community and Social Services, and I know it almost by heart.

It was a totally bizarre piece of work because there was not a single hint that the Ministry of Community and Social Services and the Ministry of Health had ever talked to each other about home support services, although they are both delivering programs in these areas. It is a matter of considerable embarrassment, I am sure, to the staff of this ministry, to this minister and to the staff of the Ministry of Community and Social Services—but I suspect not to the Ministry of Health.

I suspect that the Ministry of Health simply



told the other ministries to get stuffed; that they would do what they intended to do in the Ministry of Health and anyone wanting to cut in on their turf could try to dance alone. I may be wrong, but I don't think so. I think there is a serious problem in co-ordinating policy across the Social Development policy field.

One of the two bad guys has traditionally been the Ministry of Education—the ministry, not the minister. This has nothing to do with ministers, who are totally powerless to deal with their bureaucracies. It has to do with the refusal of the Ministry of Education to participate on a collegial basis with the other members of the policy field. The second and worst bad guy is the Ministry of Health. They do not even co-operate across branches and divisions within the ministry, let alone with other members of the policy field.

I am really intrigued, having said all this, how you as the minister responsible for policy co-operation intend to put Humpty Dumpty together again, because the Ministry of Health is still busy planning and, as far as I can see, expanding its programs in the area of home support services. The Ministry of Community and Social Services, I assume, is somewhere on the back burner with another round of fatuous community consultations under way because it cannot pull the package of programs together in order to bring in legislation and cannot think of anything else to do.

When are we going to see legislation? It was supposed to be last fall; then it was going to be this spring. Is it going to be next fall or next spring, or are you just going to scrub the whole thing?

Leaving aside the failure to deal with the interface between Health and Community and Social Services I was again intrigued to see that the policy direction for the provision of home support services was in the direction of privatization and the use of still more profit-making enterprises to provide social services. Is this process never going to stop? Is it simply going to proliferate so we have the same problems with respect to the provision of home support services that we have in the areas of nursing homes and the day care?

**2:30 p.m.**

You invite more and more trouble and I think you invite more and more tragedy if you expand the social service sector to accommodate more profit-making enterprises. You cannot run man services on a profit-making basis. The only way to make a profit is to keep costs down and the

only way to keep costs down is to cut back on service. It is simply a matter of good business principles.

You cannot run human services as a business because cutting costs cuts quality and hurts people. I think the minister believes that, but I am not sure she is calling the shots any more with respect to some of the overall directions this government is taking in the social policy field.

I referred to the home support package just to illustrate an ongoing problem. Again I invite the minister to tell us how she intends to pull that one out of the fire. However, I really wanted to focus on the International Year of Disabled Persons—if you will bear with me for a second while I pull out part V of the building code, which the minister had the audacity to refer to in her leadoff.

I am sure the member for St. George—and I mean this—knows more about part V of the building code than I do and will want to help me out as we try to understand what the government has been doing during the International Year of Disabled Persons to sabotage the recommendations of the Ontario Advisory Council on the Physically Handicapped with respect to part V of the building code.

I have both the old part V and the new part V in my hand and it really is hard to tell them apart. You have to look at the fine print very carefully to come to some understanding of the differences between the old code and the new code. Principally, I gather, one of the differences is that now washrooms must be added to public corridors, hallways and lobbies to accommodate the needs of the handicapped in residential facilities above a certain size; that is to say apartment buildings.

What a wonderful step forward that is. The Ontario Federation for the Physically Handicapped has referred to it as the "watercloset amendment" in a release they put out earlier in the month. The federation said: "Essentially, we have gained access to washrooms, locker rooms and change rooms. We have not been given the right to enter either housing or industry."

It is beyond my understanding how you as minister could countenance such a complete repudiation of what I think is your most important advisory council, which over the years has demonstrated a real excellence in the quality of its work and recommendations.

I have the document here—the minister, I am sure, is more familiar with it than she would like—but I do not intend to go through all the

details except to say the advisory council and the subgroup that worked on part V of the building code recommended unequivocally that housing and industry be included in part V of the building code. But they were excluded entirely, as I understand it. I simply cannot comprehend it.

I think I raised this matter last year during these estimates and expressed some real apprehension because of an exchange of correspondence that had landed on my desk. I want to review this again for the minister.

The first is a letter dated January 14, 1980, from G. Adams, director of the building code branch in the Ministry of Consumer and Commercial Relations, to Mr. G. Clarke of your secretariat. In the fourth paragraph of this letter, Mr. Adams says, "We did not think it possible to include housing due to the variables of the types of handicap and the difficulty of determining convenient locations."

Here is another ministry telling your ministry and the advisory council to buzz off. They know their business, thank you very much. They do not have to be worried about these kinds of petty annoyances.

I have also a letter dated January 24, 1980, to the same Mr. Adams from the same Mr. Clarke of your ministry. Mr. Clarke says, "Graham, the recommendations of your branch are too drastically different from those submitted to the ministry by the Advisory Council on the Physically Handicapped in August 1978 for me to merely accept with brief comments."

Then he seems to suggest that the original building standards subcommittee be reconvened for the purpose, as I understand it, of accepting the repudiation of its own previous recommendations. I am not sure that is a fair interpretation—I want to make that clear—but that was the sense I got out of it. I think the letter is ambiguous and I hope that interpretation is inaccurate.

Finally—I will throw this one in gratuitously—is a letter from Pamela Cluff from the Frankel-Lambert project, dated January 22, 1980. The member for St. George will remember her. I guess she had a contract here too.

**Ms. Fish:** I wouldn't pursue that line too far.

**Mr. McClellan:** Anyway, it is interesting and I will read it into the record. It is addressed to the same Mr. G. Adams, director of the building code branch in the Ministry of Consumer and Commercial Relations.

In the third paragraph she says, "In the matter of housing, although the arguments for and

against inclusion are numerous"—that is, inclusion of housing in part V of the code—"I would like to reinforce my originally expressed view that it is critical that accessible housing be addressed in the code." She goes on to say, "Lobbying by the developer and housing industries against the inclusion of a proportion of accessible units in my view is largely determined by self-interest and the fear of additional capital expenditures and/or unmarketable units."

The fact remains, housing was excluded, which makes a mockery out of the government's professions of concern during the International Year of Disabled Persons. It makes a mockery out of the government's claims that it intends to proceed with major programs during the international year.

So far I have not seen any sign of these major programs. I have seen bits and pieces of initiatives, some of them good, some of them impressive, some of them quite trivial. I do not intend to say which are which. All I want to say is there is no overall plan, obviously. There is no blueprint that is based on a vision of complete integration of the physically handicapped into our community. All you have is a project here, a project there, some money here, some money there, with no clear rationale. It is very disappointing that there is no promise or indication that a comprehensive program is being created during this year.

I do not expect us to be able to do more than make a beginning on the development of a comprehensive program. The way you should do that is decide what it is you want to do. You have not even got to that stage.

**2:40 p.m.**

Let me digress partially by noting that the briefing kit this year is fundamentally different from the briefing kits in previous years. Maybe that is a function of the shortness of time, but what it lacks is the usual compendium of recommendations from the various advisory councils, together with a little statement about what action has been taken on each of those recommendations.

One of the good things about these estimates is that until this year we received an annual accounting of which of the advisory council recommendations had actually been implemented, which had been turned down and which were somewhere in between.

We do not have that this year at all, not a peep. Perhaps it is because you are beginning to accumulate a large number of what you could call recommendations denied—and particularly

recommendations from the Ontario Advisory Council on the Physically Handicapped which have been denied. I want at least to call the committee's attention to these.

I went through last year's estimates briefing and I found out that the recommendation with respect to sales tax rebates on motor vehicle purchases to physically handicapped persons has not been implemented. The review of acts affecting the employment or education of young physically handicapped adults—I do not think anything came of that. I am not aware of any new employment initiatives for residents in chronic care hospitals. Amendments to part V of the Ontario Building Code I have already dealt with, and we saw what happened with that. It was utterly repudiated.

The financial allowance for families of severely handicapped children has been enriched, but at the same time the government has instituted special means agreements with the families of severely handicapped children who are institutionalized. We have imposed a user fee; in effect, a tax on parents for having the misfortune to have a retarded child in an institution. So I would say that the one nicely cancels the other one out.

Proposed changes to form 4—I cannot say this with a straight face—to eliminate the distinction between the permanently unemployed as opposed to the permanently disabled. We have been talking about that piece of nonsense since the 1950s when it was instituted and still have had no progress. Finally, attendant care. The government talked about that; the legislation is nowhere in sight.

Not only is the ministry failing to obtain compliance from other ministries with respect to the important recommendations of the advisory council, the recommendations themselves are still piecemeal. They cover the waterfront without any clear direction and deal with long-standing problems on a crisis basis. There is still no overall plan for a comprehensive program to provide for the integration of handicapped people into the community.

Is the minister familiar with the document, *Obstacles?*

**Hon. Mrs. Birch:** Very familiar.

**Mr. McClellan:** Has the minister had an opportunity to study the recommendations of the special committee on the disabled and the handicapped of the federal Parliament?

**Hon. Mrs. Birch:** Yes.

**Mr. McClellan:** Then I assume the minister will be in a position to tell us today what the response of her ministry and her government will be to these recommendations. Between almost a third and a half of the recommendations have to do with matters within provincial jurisdiction. Government has been quiet as a church mouse with respect to this report.

It is one of the best committee reports I have ever seen from any parliament. It provides what I have been suggesting is lacking in the ministry and in the government—a comprehensive, overall plan for a whole range of programs to provide for the integration of handicapped people. In particular, it provides for the reform of income security programs through the establishment of a comprehensive disability benefits program under the Canada pension plan.

It also provides for replacement of our hideously archaic vocational rehabilitation programs through a revision of the VRDP Act. It would provide an opportunity and a framework for the development of legislation to fund and provide on an orderly planned basis independent living services and finally provide coverage for necessary aids and devices under our existing insurance program.

All of these require provincial initiative. All of them require an immediate provincial response if we are to do anything serious during the international year.

Rather than go on and on, I would welcome the opportunity, Mr. Chairman, to have some dialogue with the minister regarding her response to specific recommendations in the report of the special committee and look forward to hearing how she intends to structure the response to obstacles, what federal-provincial mechanisms she thinks will need to be established in order to negotiate the solutions set out in this document.

Finally, I would like to know whether she feels it would be helpful to the government for the Legislature to establish its own select committee or its own task force during the international year to assist the government of Ontario in implementing the kinds of recommendations that require joint federal-provincial response.

My guess is that—and again, I hope I am wrong, but I do not think I am—the government is not really interested in systematically going through the whole inventory of problems that affect the handicapped community and dealing with them one by one on a comprehensive basis—dealing with all the necessary changes to human rights legislation, housing legislation, manpower programs and legislation, existing



employment policies, income security legislation, educational services and programs, medical insurance schedule of insured benefits, et cetera.

But that would be the only appropriate response for the government during the International Year of Disabled Persons, to do, first, what the special committee has tried to do, which is to identify all the problems, find out how they affect government and to identify precisely the nature of the governmental shortcoming or the program shortcoming, set out a solution and then proceed to work through the list.

**2:50 p.m.**

You are not going to do it in a year and you probably are not going to do it in five years, but unless you make a commitment this year to doing it that way, all we are going to do is have another series of some impressive and some frivolous projects which lead nowhere except to their own specific ends and do nothing in the overall picture to redress the balance of injustices.

I hope we can accomplish that and not have a repetition of International Woman's Year or the International Year of the Child, which led nowhere. They simply vanished out of sight, out of mind, with very little in the way of permanent accomplishment.

We know what to do for them. The great tragedy is that we know what to do for the physically handicapped because it is largely a measure of making technology available to the community. It is not really a problem of attitude, although attitude is an important component and I do not deny that. It is not primarily a problem of attitude, it is a problem of redistribution of wealth and it is a problem of making accessible to the handicapped themselves the kinds of technological innovations that have become available over the past 25 to 30 years so they can live normal lives in the community.

That means things like really serious adaptations to part V of the building code. It means things like legislation to make physical adaptations to apartments available to the handicapped. It means legislation to require work places to install the kinds of technical adaptations that would make it possible for a handicapped person to work on the shop floor.

All these things are available. It takes the will to do it. Perhaps we can talk about that during the balance of this afternoon.

**Mr. Chairman:** Madam Minister, I am sure you are ready to respond to the comments of

both Mr. Ruprecht and Mr. McClellan, and I am sure in the spirit of dialogue referred to by Mr. McClellan.

**Hon. Mrs. Birch:** Thank you very much, Mr. Chairman. I really do not know quite where to start but I have decided—and I hope that it meets with the approval of both opposition members—that because International Year of Disabled Persons is a very special program I am most interested in perhaps I could begin my comments in that area and lead on to the others raised by Mr. Ruprecht, some of which I obviously do not agree with. Perhaps we can get around to the discussion about the co-ordination within the secretariat at a later time.

I would just like to begin by saying I am very proud of the commitment this government has made for International Year of Disabled Persons. Just a week ago, I attended a meeting in Victoria, at which time all those ministers who are involved in social policy across Canada had met.

In discussing the various programs, at the federal level as well as at all the provincial levels, it was very obvious to all there that Ontario had certainly taken a lead in providing programs and expressing concern for the disabled people within our province. I was very proud to be able to tell them what Ontario was anticipating being able to accomplish in this particular year.

As well I would like to say to my honourable colleague that I think awareness is the most important thing we can do for the disabled in this particular year. I suggest to you it is important, because in our earlier meetings and conversations with the disabled community this was the one area in which they felt the government really could provide an understanding and a beginning for many of their aspirations to being integrated into the community. They felt it all began with a better understanding on the part of the general public about the concerns and about the needs of the disabled within our community.

That is why the emphasis has been placed on this very special communications program, again with a great deal of involvement with the disabled themselves. Nothing has been done, no step has been taken, without their thorough knowledge and approval of the way this was being developed.

I might tell you that three different tapes were made in order that we would be assured that the concerns of the disabled had been met.

**Mr. McClellan:** May I just make a comment? Last year I raised the problem of sheltered employment for physically handicapped people in this province. I did a little survey myself and then obtained a copy of a survey that had been done by the Ministry of Community and Social Services. They confirmed each other and established that the average wage paid to physically handicapped people in sheltered workshops in Ontario is about 35 cents an hour. That is because this province still permits sheltered workshops to operate on exemptions from the minimum wage.

You can talk about attitudes until you are blue in the face, but the fact remains that we have just very primitive employment opportunities for physically handicapped people in Ontario under public auspices. We can talk about attitudes but we had better also talk about decent wages for a day's work, we had better talk about contract compliance, we had better talk about procurement policies whereby the government of Ontario begins to purchase its supplies from enterprises which employ handicapped people, et cetera.

Those are the kinds of things that I think are more meaningful—not to downgrade the attitudinal stuff, but more meaningful than attitudinal problems, because the problems are structural.

**Hon. Mrs. Birch:** I was not suggesting that the attitudes were just found in the private sector.

**Mr. McClellan:** No, it is not an either/or.

**Hon. Mrs. Birch:** The attitudes are all around us and we all have to change. But when you raised the question of the sheltered workshops, as I recall there was a discussion in the House at one time about this and it was brought to your attention that there are people who—because it is a social program. It is not a means of providing a livelihood.

**Mr. McClellan:** It should be.

**Hon. Mrs. Birch:** If that were denied and put on a cost basis, those programs would be denied to certain people who otherwise would have no opportunity to become socially activated at all.

**Mr. McClellan:** Quebec manages to run sheltered workshops without paying people 30 cents an hour. Do you think people do not understand when they are being treated like this?

**Hon. Mrs. Birch:** No.

**Mr. McClellan:** I have constituents who work

in sheltered workshops and they feel badly about the fact that their work is only worth 30 cents an hour.

In Great Britain they have established a network of crown corporations that employ physically handicapped people and developmentally handicapped people and pay them a living wage. We can do it.

**Hon. Mrs. Birch:** That is part of the development of the attitudes in the private sector as well. But there are many opportunities for physically handicapped people. I am not a great proponent of sheltered workshops and have long felt that people should be paid a regular salary rather than being provided with social programs and so meet their own needs. But that is beside the point.

**Mr. McClellan:** No, it is the point.

**Hon. Mrs. Birch:** It is one of the points. I think changes are needed.

**Mr. McClellan:** So where are the programs to make that happen?

**Hon. Mrs. Birch:** There should be.

**Mr. McClellan:** They have to come from you and this is the year to do it. This is the last interjection I will make, but until you get serious about affirmative action programs and until you get serious about contract compliance—you are not going to touch quota. We have argued that there needs to be a quota. I know you are not going to do that, so I will not make the arguments again. But you have not—

**Hon. Mrs. Birch:** It has not been very successful in Quebec at all.

**Mr. McClellan:** I have made the arguments. You can accept them or reject them. It has been successful in a number of European jurisdictions. Nevertheless, contract compliance and affirmative action are recommendations that come from your own advisory council. I have never heard any objection to them on principle. I have never heard any objection in principle to a policy of procurement from affirmative action from our contract compliance employers, on a major scale. You, as a government, have the wherewithal to create a great many jobs for handicapped people.

**Hon. Mrs. Birch:** We are doing it—

**Mr. McClellan:** No, you are not doing it.

**Hon. Mrs. Birch:** —and we are very successful; through the Ministry of Labour—

**Mr. McClellan:** You are not doing it.

**Hon. Mrs. Birch:** —we have had an affirmative action program that has been fairly successful.

**Mr. McClellan:** Oh, it's a joke.

3 p.m.

**Mr. Chairman:** Mr. McClellan, we appreciate your interjections, but it is becoming a dialogue. Perhaps if the minister could continue to respond to the comments we can then have further questions.

**Ms. Fish:** May I ask a question on procedure? Mr. McClellan, for one, has raised a number of matters about which I would appreciate the opportunity to put questions for clarification. Will that be possible following the minister's reply, if those questions are not answered or clarified?

**Mr. Chairman:** Yes. If we could limit some of the interjections, perhaps the minister could reply officially and then other members of the committee could have the opportunity to pose further questions.

**Ms. Fish:** Thank you.

**Mr. Chairman:** Thank you for your co-operation, Mr. McClellan.

**Hon. Mrs. Birch:** It is not unusual for those of us who have been here for some time to be very informal in our discussions of the estimates. It is more a dialogue and perhaps questions get answered in a much more appropriate way.

You spoke about the federal committee and the Obstacles report. We are well aware of the 130 recommendations that are within that report. We do have a co-ordinated response; we have had meetings to discuss those recommendations. It is being put together at the moment and will be at the policy field in the not too distant future.

We have the advice of our advisory council; as you have already pointed out, a very reasonable group of people, people whose advice I am very happy to respond to. They have been very easy to work with over the past few years. As you are well aware, of the many recommendations they have put forward, all have not been accepted by the various ministries within government but I would say a large percentage of them have been implemented.

You were asking why you had not received the breakdown on the recommendations from the various advisory councils. It was a question of time. We were not ready to go with our estimates and we did not have the time to put

that together, but I would be very happy to make sure you get that information. We have nothing to hide.

I am very proud of the advisory councils that serve this government; there is a lot of time and effort put forward by the members of that council and there are always excellent reasons if, in fact, we are not able to act on some of the recommendations. But for the majority of them the government has been able to react and I am very pleased about that.

The Obstacles report is a very good one and as you have indicated a lot of the onus will be on provincial governments to implement some of the recommendations. I would hope that when we have the opportunity to see the co-ordinated response from the various ministries involved and the programs reflected from the recommendations, we will be able to make some response at that time; but it will take just a little time to do.

We are at the moment awaiting a demographic report on the handicapped in this province.

**Mr. McClellan:** That is from the Health ministry?

**Hon. Mrs. Birch:** Yes, that is the Health ministry's report. I think that will give us a much clearer indication on the needs of disabled people in Ontario.

As you know, there is no statistical information available to us on which to base a lot of the programs. I think that is one of the reasons I am not quite as upset about the building code as I might have been if I had a clearer idea of the numbers of handicapped people in the province who might be requiring various kinds of housing accommodation.

When we do have an opportunity to review that report—and within the next month or so I hope we will have it in our hands—at that time we will resume our consultations with the Ministry of Labour and people in the building code area who have indicated to us there will be ongoing discussions. They have already indicated that they are quite prepared to speak to the construction industry to develop design guides for housing.

I think that the interest and the desire to be helpful is there, but that we have to have facts and figures. It is all well and good and I would be the first one to stand up and say to the disabled community, "We would just like to make everything available as of yesterday," but I do not think, until we have the information we can base those kinds of recommendations on—



**Mr. McClellan:** Let me just say one very quick thing. I am violating my promise but I was lying. I think it would be really helpful to set up, at some point this year, a select committee of this Legislature to give momentum on an ongoing basis to the implementation of a program of services to the handicapped community. We will be putting this forward as a resolution for debate in private members' hour later in the session.

I would like you to think about that, because I think it is a way for the Legislature to get involved in a serious and meaningful way in this international year and it gives us a way of avoiding the pitfalls of previous years where once the year had passed, everything vanished and nothing was left to make sure that the ongoing work actually went on, and that the momentum generated would continue.

**Hon. Mrs. Birch:** That is something we could take into consideration. I have no intention of allowing the end of 1981 just to pass and not to maintain the momentum which I believe has developed. The interest is out there. There are certain expectations that have been created within the disabled community, and certainly this government does not intend to—

**Mr. McClellan:** Think about it, because I think it could be very useful.

**Hon. Mrs. Birch:** We talked about the building code and I would just like to add that many more new types of buildings must be made accessible with the improvements in the code, as of June 1. For example, theatres, which is a very important area, must now be accessible. Opera houses, bowling alleys, which up to now have not been; churches, which I think is terribly important. That is one area about which I felt very concerned because very few churches have been accessible. From now on all new church buildings must be; and I think they will welcome that.

**Mr. McClellan:** If you increase the allowance, people could then afford to go to the theatre.

**Hon. Mrs. Birch:** Well, there you are. Grandstands, health facilities must now be accessible. Many apartments and hotels of a certain size must become accessible. Markets and exhibition halls which heretofore have not been, all must be accessible; and at least one level in each new garage must now be accessible, which is something new.

In new buildings of residential occupancy over 6,000 square feet in floor area or exceeding three storeys, all public corridors must be

accessible. Of course, where washrooms are provided for the public, at least one for each six must be designed for wheelchair use.

New sales rooms with 6,000 square feet and over three storeys now have to be accessible. Showers in stadiums and gymnasiums must be accessible and the branch has been promoting the acceptance by developers of doorways of 30-inch width to be used in all future residential buildings.

That is a beginning. It may not sound like a great deal but it is a beginning. With the assurance from both ministers that there will be ongoing discussion between the advisory council members and myself, I think more amendments will be introduced.

**Mr. McClellan:** I cannot understand the difference; when you talk about theatres, et cetera, I cannot see that there is any difference between the old code and the new code. Is there?

**Hon. Mrs. Birch:** Oh, yes. Before, they did not have to have accessibility for wheelchairs.

3:10p.m.

**Mr. McClellan:** My copy says they did. My copy of the old part V says that the buildings in the assembly group, which include theatres, require—and again, I am not an expert on this—accessible seating accommodation for persons in a wheelchair. I do not see any difference at all.

**Hon. Mrs. Birch:** Well, there is. Before, they did not have the seating arrangements where wheelchairs could be put in the regular rows. But this is something now that must be provided for those handicapped people who must remain in a wheelchair.

**Mr. McClellan:** I think it is a fine distinction.

**Hon. Mrs. Birch:** I think there are probably others. Our director of rehabilitation services is a member of that committee. Bob, maybe you could expand.

**Mr. McClellan:** Am I wrong? Just tell me if I am wrong.

**Mr. Thorsteinson:** Yes, there is a substantial difference.

**Mr. McClellan:** Again, I promise not to interrupt.

**Hon. Mrs. Birch:** You suggested that not many things are happening this year. I did indicate to you that \$5.5 million is available for renovations to existing public buildings to make them all accessible and we hope that a lot of communities will take advantage of that. As well, we have \$12 million for programs above

and beyond the ongoing programs that have been enriched in many of the ministries—about 15.

Also, I thought it was interesting when the Ministry of Revenue announced two significant improvements to its program of sales tax rebate on motor vehicles purchased for transportation of the physically handicapped. As you know, before there had to be certain renovations made in order to apply for a rebate. I think they have become very generous and opened our program up to anyone who requires transportation—it does not necessarily even have to be for employment now.

That is just one of the things from one of the ministries. In my opening comments I alluded to many other programs, not the least of which would be the expansion of attendant care, which is a program I have been interested in since its inception. I know it is not growing at the rate that perhaps—

**Mr. McClellan:** There are only 52 spaces, right?

**Hon. Mrs. Birch:** Yes, but if there is one thing I have learned, it is to be patient, because in being patient we do not get ourselves, or the people we are trying to help, in trouble. It is something new—a new approach to providing independence for people who are very badly disabled—and we could do a lot of harm by creating expectations for people who are not prepared to live that kind of independent life. By moving slowly we are making sure it is in the best interests of those people for whom we are attempting to provide that kind of independent living in the community.

**Mr. McClellan:** I am sure the member for St. George will have some comments, having gone through the Three Trillium fiasco a year and a half ago. I doubt if very many people who are in the chronic care hospital because there are not enough spaces available in the province share those sentiments.

**Hon. Mrs. Birch:** We are gradually expanding, and as I say, more and more people are becoming aware and wanting to participate in that program.

**Mr. McClellan:** It is a great program and it should be expanded, but 52 spaces is marginal.

**Hon. Mrs. Birch:** Well, in addition to the spaces we have we will begin, I hope, to attract more people into providing the kind of attendant care that is necessary. Without that kind of care the program cannot be a success. It is very

important that we find the right people to provide the ongoing personal care these people require.

I could go on and on about the things I believe we are going to see happen in this International Year of Disabled Persons. As I say, I think our government has shown a great deal of initiative and generosity. I would also like to pay tribute to the disabled people in Ontario. I think they are very reasonable. They know that we are attempting to bring about change through the development of an understanding and through that understanding open up employment opportunities and encouraging communities.

For example, our transportation policy: we have done everything we can to encourage municipalities to participate in the transportation program we have. It is available just for the asking. We hope that more and more municipalities will take advantage of the money available to provide transportation for those disabled within their various communities.

The government has other programs in place but some are on a shared basis, some are dependent on municipal interests and involvement. We would like to see the municipalities across Ontario become more involved and participate, but we can only encourage. We can only give them the information and this we are attempting to do.

We hope that by the end of this year there will be many more communities indicating a real interest, not just the large urban centres but the smaller communities as well, so that they may provide for the disabled a level of living standard the rest of us just take for granted.

I do not know if you want me to comment any more on International Year of Disabled Persons. I think that—

**Mr. McClellan:** No.

**Hon. Mrs. Birch:** No?

**Mr. McClellan:** But please do comment on home support legislation.

**Hon. Mrs. Birch:** Yes. I will, boss.

You have put upon a sensitive area, as I am sure you are well aware. You know very well of the entrenchment of certain programs within certain ministries and the difficulties in bringing about a meeting of the minds, a co-ordinated approach.

We are attempting to do that. I think that we have now been successful and I think it is just a question of finalizing the responsibility—not too much unlike the consolidation of children's services, when we made the decision that it had

to be consolidated, that there had to be one ministry, one division responsible for the service.

**Mr. McClellan:** That was easy in comparison, it seems.

**Hon. Mrs. Birch:** Yes, it was.

**Mr. McClellan:** Are you going to produce a white paper, or what?

**Hon. Mrs. Birch:** I am not just sure at the moment. I anticipate that it will may be.

**Mr. McClellan:** What I would like to know is, when are we going to have some indication of what government policy is? We have been waiting now for three years.

**Hon. Mrs. Birch:** Do I dare say, in the fullness of time?

**Mr. McClellan:** No. That is not good enough at this point because you have been promising and promising this. We thought we would have legislation enacted six months ago.

**Mr. Ruprecht:** We have been waiting patiently.

**Mr. McClellan:** You have an obligation to tell us how much—not me, the people who have been waiting for this legislation, who are really labouring under a totally inadequate legislative framework—when this nonsense is going to be sorted out.

**Hon. Mrs. Birch:** I would be safe in indicating to you two or three months.

**Mr. McClellan:** If we can have legislation in the next session that will be very good, but from that response I do not think we will. I think we will have a white paper and then it will be another 12 months before we have legislation. In the meantime, agencies are suffering and services are vulnerable, including Meals On Wheels and these kinds of services. It is just not good enough.

**Hon. Mrs. Birch:** You understand, of course, that when two ministries have been providing parallel services it is extremely difficult to determine who should be responsible for what—the social programs, the health programs, the interrelation between social and health.

3:20 p.m.

**Mr. McClellan:** I am sure having Frank Drea now is going to make things a lot easier to settle.

**Hon. Mrs. Birch:** I am just as anxious as you are, and my colleagues in the social policy field

are anxiously trying to bring this together. I believe it will be done in the not too distant future.

**Mr. McClellan:** It is pathetic, Margaret, it really is.

**Hon. Mrs. Birch:** I am sure you can appreciate that I am in no position to tell you exactly when that will happen, except to say as quickly as we can possibly bring it together.

You both have referred to day care. This government's record in the provision of day care is second to none in Canada. I am not saying that as any kind of excuse. Certainly the provision of day care is on the upswing in Ontario, whereas across the rest of Canada it is on a downswing. We provided an additional 30 per cent, as was indicated in Mr. Ruprecht's comments.

Mr. Ruprecht also mentioned the need for infant day care. There is a lot of discussion going on about continuing the provision of infant day care, which is terribly expensive, and whether it might not be better to find a way of providing a method of helping a mother to stay home and provide the kind of care that an infant child requires. At our meeting in Victoria, all of the ministers responsible for day care services were very concerned about the ramifications of placing a baby in that kind of an environment.

Day care is a question of choice. I would be the last one to suggest that mothers should not have the choice of staying at home to look after their children or going to work. It is a fact of life that today more and more women are working today and are placing their children in care, but I think we forget that a great percentage of those women make their own arrangements and do it quite satisfactorily.

We continue to hear about the large numbers and the long waiting lists. I would just like to say that in the area I represent I have had no one talk to me about the difficulty in getting subsidies for day care or day care spaces. I do not think Scarborough is too unlike the rest of Metropolitan Toronto. I could be wrong—

**Mr. Ruprecht:** Yes, you are.

**Hon. Mrs. Birch:** Certainly where I come from it is not an issue.

**Mr. McClellan:** Ask the member for St. George.

**Hon. Mrs. Birch:** Her area might be different again, but I still think I represent a community with a lot of single-parent mothers.

**Mr. McClellan:** I expect you will be hearing



from your own back-benchers in new and unexpected ways about some of these issues. I have this premonition.

**Hon. Mrs. Birch:** Do you? That is fine. We will welcome all their suggestions.

**Mr. McClellan:** I am not sure you will.

**Mr. Gillies:** In the fullness of time.

**Hon. Mrs. Birch:** I think I will get back, if I may without jumping around too much, to some of Mr. Ruprecht's comments about an area which is also of particular concern to me, the whole issue of ex-psychiatric patients—a term which really distresses me; when does someone who has been discharged from a psychiatric facility cease being a psychiatric patient?

**Mr. Ruprecht:** Are you asking me?

**Hon. Mrs. Birch:** Yes.

**Mr. Ruprecht:** With our new methods of providing drugs for people, we are able to push them out a lot sooner now than in the past, as you know.

**Hon. Mrs. Birch:** Yes, I know.

**Mr. Ruprecht:** Now they are out in the community, not really ready, and there is no supervision for these people. We know of a lot of cases where they have swapped drugs. There are no programs, as you know. Even the latest report of the Clarke Institute has indicated that there are not sufficient programs. There are not even referral services.

To answer your question about ex-psychiatric patients, yes, the reason we all react to that word, and rightly so, is because the recidivism rate is so high. It indicates to us that something is wrong when we let people go out of our institutions into the neighbourhood and have to take them back, in many cases forcibly.

In close to 70 per cent of the cases we would be quite right in referring to them as ex-psychiatric patients, even though they are outside the institutions, as they will have to be brought back in again. For practical purposes they really are still patients because they have to take drugs, and most of them are not ready to handle themselves when we push them out.

**Hon. Mrs. Birch:** We seem so ready to tag some people. When people leave the hospital after having had a heart problem or some form of cancer, we do not say ex-heart patient or ex-cancer patient, but we tend to toss around easily the term "ex-psychiatric." That is something which seems to stay with people once they

have had psychiatric treatment. I had hoped we had been able to change attitudes in that area as well.

**Mr. McClellan:** You have been listening to Dennis. That is a serious mistake on this issue.

**Hon. Mrs. Birch:** I do not know about that. But I do believe in deinstitutionalization. I believe that in the past people have been kept in hospitals for too long a period of time needlessly.

It became a simple remedy to build institutions to provide for those who were mentally ill, for those who were merely ageing, for the mentally retarded and for those suffering from the many other disabilities which were not acceptable in the general community. It was easy to build an institution in which to keep them out of sight.

I think society has recognized that none of us should be in the position of determining those among us who do not measure up to what we consider to be normal in every sense of the word; that we should not be the ones to decide to put them away, out of sight. The whole concept of deinstitutionalization is to allow people to stay in the community and to provide for their needs there.

**Mr. Ruprecht:** That would be terrific.

**Hon. Mrs. Birch:** We are attempting to do this. You and I have had conversations and I think we both agree that one of the problems lies in the discharge policy. I firmly believe, and I think I have the support of my colleagues in this, that the discharge policy is a medical judgement and that no one should be discharged from any institution into the community unless there is a guarantee that either that person is able to cope in the community or the services to help that person are there.

We have worked very hard to provide community services. Community mental health programs and services are something that are fairly new. Before I became involved politically, this was an area of great interest to me. I worked very hard in Scarborough in providing community service, particularly for people who had been in mental institutions. It is very difficult to get community acceptance in the beginning in order to develop the programs. One of our real problems is not being able to provide programs quickly enough for those people who have been deinstitutionalized.

3:30 p.m.

I recall when the homes for special care were first developed. People who had spent 25 and 30

years in some of the wards at Queen Street and Whitby were suddenly discharged into communities into homes for special care. At that time, I was chairman of the local board of health and I recall the great difficulties we had with the communities surrounding those homes when they learned that these were people who had been in a mental institution.

They were absolutely harmless. They had been told what to do and how to do it for so long they would not have any initiative to do anything on their own.

Over the last few years we have been able to have them accepted. They are part of our community and a very well-received part of our community because the people in the community have learned these are people who had problems, who were taken out of society and spent many years in isolation from the community.

**Mr. Ruprecht:** This is in Scarborough?

**Hon. Mrs. Birch:** Yes, it is.

**Mr. Ruprecht:** What area in Scarborough?

**Hon. Mrs. Birch:** In Scarborough?

**Mr. Ruprecht:** Is this your riding?

**Hon. Mrs. Birch:** Yes, not only my riding but all of Scarborough.

**Mr. Ruprecht:** How many would you say you have in your riding?

**Hon. Mrs. Birch:** The one home I was particularly involved with would have over 150.

**Mr. Ruprecht:** We have over 1,000.

**Hon. Mrs. Birch:** Yes, I know.

**Mr. Ruprecht:** We would not even react to having people go into the community, but there is nothing out there for them. They are being taken advantage of by some of the landlords. There are no facilities out there for them.

**Hon. Mrs. Birch:** That is part of the problem.

**Mr. Ruprecht:** You have created a real ghetto there. I had a meeting with some residents this morning at the Parkdale community and recreation centre. They call me every week. They have more meetings and more meetings and I do not know what to tell them any more.

You know about the strike of the ex-psychiatric patients, with Pat Capponi going on strike and not taking any drugs for two weeks. Now they are talking about having a march on Queen's Park to provide the services for them. You people do not want that and I do not want that.

**Hon. Mrs. Birch:** The problem in Parkdale is the unlicensed boarding homes, the homes that

really are exploiting these people. They are the responsibility of the Metropolitan Toronto government. They did a study; that was their suggestion; that is one we endorse: there really has to be a tightening up of the licensing of boarding homes.

That is not a provincial responsibility. It is a responsibility of the municipality. We agree with that and we agree that it should be done.

**Mr. Ruprecht:** If that is the case, then you are going to succeed in closing down a lot of boarding homes. What are you going to do with all the people then? Where are you going to put them? That is the question.

**Hon. Mrs. Birch:** We have tried to meet that by a group home policy.

**Mr. Ruprecht:** But these people, as you said, are not group home people. They have had mental problems and are now let out or pushed out into the community with a certain quantity of drugs. They are told: "Now you are on your own again. You are a free citizen."

Where can they go? You are giving them \$215 a month to cope. You cannot tell me that even a normal person would be able to cope on \$215 a month. You cannot even buy a toothbrush after you pay your room and board. There is no money left over.

Now you are saying, "Let us clamp down on the homes because the standards of these homes are down," which I believe. You are closing down more homes. Where are the people going to go? Are you going to have them in the hostels, as I indicated earlier?

They are in the hostels; they cannot cope any more at the hostels. You are going to have them in the streets and in the winter time they are going to be freezing out there. That is what you are doing and I think it is almost a crime.

**Hon. Mrs. Birch:** We should go back to the beginning where I indicated to you that I think this all begins with a much better discharge policy. Only those who are able to cope in the community should be discharged.

**Mr. McClellan:** Then you will have an overcrowding problem. You do not have the beds. You have closed Lakeshore. You have a serious crisis.

**Hon. Mrs. Birch:** There are other ways of setting up satellites.

**Mr. McClellan:** Sure, of course, if you are willing to spend the money on programs and housing services, but you are not.

**Hon. Mrs. Birch:** I would not say that. We

have just had a co-ordinator appointed by the Minister of Health who will be looking at all of these recommendations. We have appointed, as a result of the consultant's report, people who are working now within the institutions and who will be counselling those who are leaving and making referrals to make sure that the community resources are there to help them. We are attempting to find the answers to these problems.

You do not think we want people to be released from hospitals out into a community, unable to look after themselves and creating all these problems, while at the same time we are saying to communities they have to accept responsibility for the people within their own community, provide group homes, provide the proper kind of a receptive attitude to help people stay in their community and allow the kind of thing that has happened in Parkdale.

**Mr. Ruprecht:** Are you willing to come to Parkdale? I will take you personally, not to embarrass you but to show you. Have you any idea what goes on there? Have you been there lately?

**Hon. Mrs. Birch:** I have been to Parkdale but not recently.

**Mr. Ruprecht:** Just driving through or what?

**Hon. Mrs. Birch:** Whatever.

**Mr. Ruprecht:** Could I tell these people out there you are willing to come before they come with placards to your own house? I am telling you that you will see an awful lot of people there.

**Hon. Mrs. Birch:** None of us wants that to happen. I think we are all interested in the welfare of people who need our help. We have tried to demonstrate that over the years. Unfortunately, there are communities that are not receptive to meeting the needs of people who need their help.

What has happened has happened in Parkdale and other areas of this province where there was a more receptive attitude on the part of the people. Unfortunately, too many people have congregated in one area and others have exploited them.

**Mr. Ruprecht:** What are you going to do about that? I can tell my own people there to be nice and calm and wait. What are you going to do?

**Hon. Mrs. Birch:** First, I want to see the discharge policies from our institutions addressed. I want to make sure that the people who have

been discharged are in a position to be looked after and to receive the kind of community support they require. I want to be assured that is going to happen.

**Mr. Ruprecht:** But you people did not even send someone down to Metro council. Metro council asked you to send someone down to tell them.

**Hon. Mrs. Birch:** The Minister of Health had someone there.

**Mr. Ruprecht:** He did not. I was there.

**Hon. Mrs. Birch:** He assures us there was a staff person there.

**Mr. Ruprecht:** Do you know what we got? I will tell you. By taxi a letter was delivered—I have it in my briefcase—not even an hour before this meeting started. I was about to speak. I asked them what the response was from the minister. I got up in the House and asked a question. You were probably there.

A taxi delivered a letter at the time I was addressing the meeting. Not a person came from your ministry or from the Ministry of Health; not one person attended.

**Hon. Mrs. Birch:** I was assured there was a staff person from the Ministry of Health.

**Mr. Ruprecht:** I assure you there was not. That indicates the interest you have in terms of working something out with the discharge policy of Metro Toronto. They are very unhappy about that.

**Hon. Mrs. Birch:** The discharge policy is a medical one, as I am sure you are well aware. We have asked the OMA to meet and to have some discussions about how to arrive at a policy that is acceptable, where we are assured that people are in a position to maintain themselves. With the new co-ordinator I think that perhaps we will have a better feel for this.

**Mr. McClellan:** Who is the co-ordinator?

**Hon. Mrs. Birch:** Dr. Heseltine. He is from Western, I believe. We are hoping he will be able to come up with some recommendations to address that particular problem. It is one that we recognize we really have to deal with and come to grips with. That is why the Ministry of Health was very quick to respond to the recommendations and to provide this.

**Mr. McClellan:** You should have thought of that before you closed Lakeshore.

**Hon. Mrs. Birch:** Again, that was a recom-



mendation that was presented to the government on deinstitutionalization. We do accept recommendations.

**Mr. McClellan:** The recommendation was to rebuild Lakeshore.

**Hon. Mrs. Birch:** There was also a recommendation to close it and we acted on the recommendation to close. It is a real problem and one that we are hoping to solve with the new co-ordinator on stream and a better referral from the hospital to the agencies in the community.

**3:40 p.m.**

Public health, with their new mandate and additional budgets, have to assume a greater degree of responsibility for ensuring that some of these patients who are still on day programs, who are still under a lot of medication, are looked after. That is a responsibility of public health and I think that perhaps that has not been emphasized enough in the past.

They do have a responsibility and we are quite prepared to fund it through public health to make sure that they are well aware of the problem and in a position to provide a great deal of support in that area.

I do not think we should be setting up separate programs for patients from psychiatric facilities. We do have a lot of community support programs in hand that should be expanded and perhaps now, with a better referral system, they will be directed to the kinds of support that are already within the community and will be looked after.

**Mr. Ruprecht:** I have to make one more comment and ask you one more question.

What would you be prepared to do in order to solve the problem of ghettoization in Parkdale or in any part of the city, so that people do not congregate in one area and create all kinds of problems there?

**Hon. Mrs. Birch:** The difficulty, I would imagine, is the number of people from Queen Street who are on the day programs, where they go in each day and spend a percentage of their time in the institution and then go back to the boarding home or hostel or whatever in the evening.

I don't think we should be attempting to let them concentrate in one area. What we are attempting to do is to provide housing and some group homes in other parts of the city, to spread them around, to make sure that all of the patients who are in the Queen Street Mental Health Centre are not residents of that general area.

As you know, they come from a very large catchment area. It seems to me there should be some way of ensuring that group homes are provided in other areas of Metro Toronto to accommodate some of those patients, even if it means transporting them to Queen Street for day programs.

**Mr. Ruprecht:** And you are willing to do that?

**Hon. Mrs. Birch:** It is something that we have to look at. It is not fair to those people. They are not living in a very receptive atmosphere. They are well aware they are not welcome, that they are creating problems. They can read, they can feel, they can sense they are not welcome and that is not good. It is not going to help them recover. It is certainly not going to do much for their self-esteem. I just do not think it is humane at all.

**Mr. Ruprecht:** I am very happy to hear that.

You are making a commitment, actually, to create housing, either outside of Parkdale or, as you said in your own words, to "spread them around."

**Hon. Mrs. Birch:** I have already made a commitment and I believe in our group home policy. I believe that people have a right to live in their own home community, regardless of what their problems are.

**Mr. Ruprecht:** I think you are so right, but are you going to provide the money for it? That is our question.

**Hon. Mrs. Birch:** We are ready to provide the money for group homes. All we have to find are communities that are willing to accept—

**Mr. McClellan:** So much progress.

**Hon. Mrs. Birch:** But we are. Of course we are. Do not be so cynical.

**Mr. McClellan:** I am not cynical. Where's the progress, that's the question?

**Hon. Mrs. Birch:** It's taking time, but our group home policy—there is no point in having group homes in areas where the people reject it. That is not the idea.

Speaking of group homes, I get just a little annoyed because we always seem to focus in on a group home as a group of people who are offenders or ex-psychiatric patients. We have even heard the terminology, "They are drug addicts."

We do not even have a group home that provides treatment for drug addicts. "They are alcoholics." "They are this." There are group

homes that provide housing for senior citizens but we rarely hear communities talking about that—

**Mr. Ruprecht:** That is not what we are talking about.

We agree with you. There is no trouble with that. That is not the point.

The point is you are saying we are making progress, we are finding accommodation for people who are coming out of psychiatric institutions. I would like to see where that progress is being made. I would love to see it and I will do anything in my powers—and I am sure my party would—to help you in that. But we see no progress.

If you see any progress you would be well advised to give us a progress sheet or an analysis where you have been successful in placing them. I would love to see that. Can you provide that for us?

**Hon. Mrs. Birch:** There are ex-psychiatric patients who are being housed in group homes, but there are not enough of them.

I have an alderman in my riding, for example, who tried to provide a home for ex-psychiatric patients from the East General Hospital, but the whole community just went up in the air when they heard they were ex-psychiatric patients.

These people are all very carefully screened. They are competent to come back into the community. They just need a halfway base between the institution and being able to become independent again. They need that period of time to adjust. But how do you reassure everyone? You cannot just put it there unless the community is willing to accept.

Hopefully, Toronto has—

**Mr. McClellan:** After all these years, you could show some leadership and do what we have been saying. You are going to have to do it eventually and—

**Hon. Mrs. Birch:** Mandate it?

**Mr. McClellan:** Yes, mandate it. If you do not do that we are just going to have people in ghettos living in real misery and in some cases squalor because you do not want to upset some nice people in a middle-class suburb.

That is the choice you have. It is not a very nice choice, but that is the choice you have and sooner or later you are going to have to decide where you are going to come down.

**Hon. Mrs. Birch:** I think Metro Toronto has taken the right start. I think they are going to move out—

**Mr. McClellan:** How many years of litigation do you think we are going to head into before that gets sorted out?

**Hon. Mrs. Birch:** I am hoping they will all come to their senses.

**Mr. McClellan:** We have been having this conversation every year since 1976—

**Hon. Mrs. Birch:** London, Ottawa, 19 municipalities have all accepted—

**Mr. McClellan:** Use the language from your opening statement. Nineteen municipalities have a zoning bylaw or are close to one. There is a bit of a difference.

**Hon. Mrs. Birch:** This might be helpful too, because at the present time there are 33 community-based mental health programs in operation. These include 10 based in the city of Toronto, five in the city of North York, two, four and six respectively in the boroughs of East York, Etobicoke, Scarborough and York and an additional four programs offer services Metro-wide.

Concern with aftercare led the Ministry of Health to commission and fund a report on psychiatric aftercare, which you referred to, done by the Community Resources Consultants and the Clarke Institute of Psychiatry. The most basic and important recommendation has already been acted upon, being the community rehabilitation services program.

Across the province there are 112 programs funded by the adult community mental health program, in addition to numerous other programs in the community sponsored by psychiatric and general hospitals, as well as by the Community Mental Health Association and other voluntary agencies. The co-ordinator is Dr. G. Heseltine, who has already begun his duties. His objectives are to include a review and assessment of current mental health services in Ontario and he will be recommending policies directives.

**Mr. McClellan:** You have forgotten who he is already.

**Hon. Mrs. Birch:** I cannot even pronounce his name. I wish it was a simpler one.

**Mr. McClellan:** Do you remember the mental health co-ordinator who was going to solve all these problems? It is the same guy, reincarnated on that piece of paper.

**Hon. Mrs. Birch:** He is just beginning his duties as of June 1, so we should give him an opportunity to take a look at the situation, particularly in Metro Toronto and to come up with some, perhaps, better recommendations.

I am very optimistic that things can be turned around. We begin by having a very close look at the discharge policies and with the follow-up, the counselling and the assurance that those people who are being discharged are either going to be able to cope with life themselves or will be referred to the proper and appropriate community resources.

**3:50 p.m.**

**Mr. McClellan:** I do not think you appreciate how serious the problem is. There is a sense of urgency about the problem that I think you are missing entirely. It is going to start blowing up in very tragic ways. We are at that point where the system has allowed it to fester for so long. I do not think you understand how serious it is.

**Hon. Mrs. Birch:** I think I do. One of the things I should ask you is how often do your members or people you know come out to support us at public meetings? I have gone to public meetings, and when I look around it is pretty lonely.

**Mr. McClellan:** I have told you what we are prepared to do as a caucus. We are prepared to support you if you bring in legislation to mandate group homes. That is a tough step. I do not think you can ask for much more in the way of support than that.

**Hon. Mrs. Birch:** But that would defeat the purpose. That would not provide the kind of environment for people who need to feel accepted for many reasons.

**Mr. McClellan:** I disagree.

**Mr. Ruprecht:** They are not accepted where they are now. You said that yourself. They are in a ghetto right now.

**Mr. Chairman:** Madam Minister, I appreciate the informality, but there are some other members who would like to ask a few more questions. I think we have had an adequate dialogue with both Mr. McClellan and Mr. Ruprecht. Ms. Fish, you had a question?

**Ms. Fish:** I have decided I would like to make some comments now. I have been sitting here wanting to get into this a little bit. I have several things I would like to speak to. They are in no particular order of priority, but I collected a few notes based on some of the interesting dialogue that was under way here for a while.

Mr. McClellan indicated he was concerned that the International Year of Disabled Persons, particularly in the absence of a select committee focusing upon services for disabled and their needs, would sink like a stone, as he suggested International Women's Year did.

As a woman, I am reasonably sensitive to suggestions that increased awareness and concerns about women's issues that were brought to the fore during International Women's Year sank like a stone. I do not think that any member should confuse a lack of print and broadcast media attention with a lack of action or continued process.

By way of illustration, a number of steps were made. We have women's advisers working in the individual ministries. We have a very active women's bureau in the Ministry of Labour. We have seen the introduction last fall and reintroduction of amendments to the human rights code, which include protection against sexual harassment. That clause, of course, is extended to men equally as well as to women. The origin of the clause was a problem experienced particularly by women.

So there are things that continue to be done, very good work, but perhaps not as focused in the public eye and not as attractive to the media for coverage. I am not speaking here as to whether or not there should be a select committee. I do not feel in a position to speak to that. I am not persuaded that the passing of a year that has a particular symbolism in any way should be equated with a passing from everyone's minds of the concerns or problems it raised.

Specifically in reply to some of the other things that have been suggested, for example, the housing problems for disabled people, for the handicapped, that have come up in a couple of cases, there are programs which are under the minister's direct aegis through her policy field. There are others that are not under her aegis that I think are worth pointing out.

In my own riding of St. George, we have a land assembly, an urban renovation, if I can describe it that way, as distinct from redevelopment. It is commonly called St. Lawrence. In St. Lawrence there are some very interesting groups. One of them is the Ceci Heinrichs Foundation, which runs the Ceci's Homes for Children. That is a co-operative, nonprofit foundation, made possible in part through the actions of the municipality in acquiring land and in providing the zoning envelope for their development.

But it has been made possible equally through very substantial funding under the Ministry of Housing supporting the creation of that co-operative and securing the actual physical form of the development, as well as through further support from ministries under this particular policy field. I should explain that Ceci home



services are for children with severe learning disabilities, most of whom have the added problem of physical handicap in addition to learning disability.

Additional funding comes through ministries in this policy field. That is a small illustration of a coming together of government programs, a small illustration of seeking to make things work as newer opportunities are found. I am very pleased that the funding programs that made the physical residential units of Ceci's Homes for Children possible have been picked up by the Minister of Housing (Mr. Bennett). He announced not very long ago additional funding for groups which would be providing housing for the handicapped.

I was very gratified to see that move into a more regularized program and I am very hopeful, as I am sure is everyone in this committee today, that that program will not only be taken up by groups, which is obviously the first step, but from there we will see a similar success to that of other programs over the years which have been experimental from a housing and residential point of view, and that it will be expanded. It is a small illustration, but I think it is worth looking at and not forgetting, although it is beyond the policy field as I understand its responsibilities.

I would also comment on contract compliance which was mentioned by Mr. McClellan. I was not here for the previous discussions about contract compliance, so I am not sure whether what I am about to make reference to speaks to that point. I came here this afternoon after a most fascinating discussion this morning in the resources development committee where we were dealing with amendments to the human rights code.

There is a series of amendments to that code to provide protection in housing, employment and a number of areas to the handicapped, defined not merely as physically handicapped, but also those who have mental handicaps. I think that is a singularly important expansion of the traditional understanding of handicap, which has been illustrated as well in the video tape advertisements, promotional material and educational material that we had the opportunity to witness today.

One of the things in that code, which was subject to very extensive debate this morning, was a section that speaks precisely to that issue of contract compliance. Admittedly, this is in the area of offences against the human rights code, which may not have been precisely the

area you are looking at. None the less, very sweeping amendments are being proposed to the code and, I might add, amendments that are under fairly stringent and bitter attack, most particularly in the area of contract compliance, from some of the deputations which were before us.

I am sorry that Mr. Ruprecht has left after citing his extensive concern for the handicapped, most particularly, his focus upon mentally handicapped. He used the term, "ex-psychiatric patient," mentioning that many ex-psychiatric patients would come under the definition of mental handicap. I am very sorry to see him leave because the fight on the committee against that clause on contract compliance and against the protections proposed under the code for the mentally handicapped was led by one of his Liberal colleagues on the committee.

**Mr. McClellan:** I bet it was Jack Riddell.

**4 p.m.**

**Ms. Fish:** How clever you are, Mr. McClellan. I think that is significant.

However, in respect of programs, you have already spoken to the moneys available to provide improvements of a physical nature for physical access for the physically handicapped, as well as about discussions on the building code amendments, which we have heard contain some significant additions. That is not to say the work is finished. It certainly is not finished, and we recognize that, but it is rather more ahead than perhaps the reading at first blush would suggest.

I would note that the focus, however, that you and your staff have undertaken through the video tapes, which I mentioned previously, is extremely important because it is not a matter of going clause by clause and separating one clause from the next, dealing with things individually and independently, as it often is in reading legislation, but rather reading the one in the context of that which preceded it and that which came after.

I do not think, therefore, that one can fail to give the kind of due necessary to the efforts being made to change attitudes, along with the dollars available for physical reconstruction and along with regulatory shifts in the building code, because all of these change the attitudes which have an effect on expenditures and actions, both permissive and regulatory, beyond the specific jurisdiction, not only of this committee but of the minister's work in her policy field.

I am mindful of my experience on the city council when I served on the Toronto Public Library Board and of the opportunities we had to renovate many of our dilapidated and obsolete public library buildings. Much work was necessary and we needed to be aware of changes that should be made to very old buildings we chose to maintain because of the historical benefit to be derived from keeping the buildings. We had difficulty in renovating them in order to provide access for the physically handicapped.

The staff of the library board worked extensively with provincials to understand not only physical design that might be more creative and innovative, but programs that, I might add, would go beyond that. As I recall, money was available from the Ministry of Culture and Recreation—that continues to be available, if I am not mistaken, with respect to that kind of retrofit—and encouragement was given to municipalities, for example, to undertake new programs, such as new sidewalk construction. One cannot find new sidewalk construction within Metropolitan Toronto now that does not automatically include dips at the end for people who are having difficulties as they move around.

Mention has been made of day care, notably on the matter of licensed day care space and subsidized space. However, I do not think one should be confining the focus to the Ministry of Community and Social Services, one member ministry in this policy field. Members should be aware, in discussing the opportunities for place-of-work day care, as I believe most are, of the very fine work that is now being done by the women's bureau in the Ministry of Labour.

A very significant move I was very pleased to report on was an initial experiment at city hall, when we opened one of the first place-of-work day care centres in September 1980. Place-of-work day care does not follow many of the traditional lines of day care, as we have normally identified it, but it speaks to and does a number of things that have been discussed.

For example, one of the benefits we found at city hall about place-of-work day care was that women—many of them our employees—were able to return to work far more quickly than they would normally have been able to do because infant day care was being provided in this centre, rather than the day care spaces being provided in their places of residence. Many of the mothers, apparently with renewed awareness about mothering, have chosen to breast-feed their children rather than formula-

feed them. In place-of-work day care with facilities for infants, this has reduced the cost of infant day care and made possible a more direct contact between mother and infant, while the mother is able to return to work much more quickly.

I would also speak of other innovative forums with which I have been involved with considerable encouragement—some of them the minister's advisory groups, notably the council that deals with ageing and senior citizens—in establishing co-operative day care spaces which are making extensive use of volunteer staff, notably, senior citizens, who are very capable and bring a wealth of tradition and experience to the upcoming generation in our society. They are very interested in remaining active and involved in their communities. Rather than separating the generations, through the very fine support of many of the advisory groups the minister made reference to before, we have been able to bring them together again.

I will be closing soon, Mr. Chairman. I know you are looking at me with a glazed eye, but I feel that a couple of these points are worth bringing forward.

**Hon. Mrs. Birch:** I am enjoying it. You are making me feel so much better.

**Ms. Fish:** I would turn finally to the areas that have been discussed at length by Mr. Ruprecht. I am sorry he is not here.

**Mr. McClellan:** You keep saying that.

**Mr. Chairman:** He may be here in spirit.

**Ms. Fish:** In this area, I am particularly sorry that he is not here because he spoke at length on the problems of Parkdale, in particular on the problems of group homes and boarding houses being made available to ex-psychiatric patients and so forth. Mr. Ruprecht and I recently shared two years of service on city council and those very subjects were discussed at some considerable length on council.

I might note as well, drawing again on my municipal experience, that the issues raised are of particular interest to me. I think I bring some small experience to the matter since I chaired the city committee on group homes which revamped the entire policy respecting group homes in the city of Toronto, which subsequently, as the minister will be aware, formed the model for zoning bylaws and group homes legislation across the province.

It is very interesting to hear today the query from Mr. Ruprecht to the minister about

moving ex-psychiatric patients out, moving group homes out of Parkdale and so forth to disperse them.

**Mr. Kolyn:** Here he comes.

**Ms. Fish:** I am pleased he is back. On the other hand, however, he suggests that boarding homes which are accommodating psychiatric patients ought not to have their licensing standards enforced because they would be closed.

I would note that the boarding homes which are often frequented by ex-psychiatric patients are specifically excluded from the city definition of group homes, which would have provided for a degree of spacing under the city of Toronto bylaws. They were excluded for a very interesting reason. There was a feeling, which I think has considerable merit, that not all ex-psychiatric patients, by definition, are incapable of living independently; they are not all incapable of securing a room or independent accommodation; and not all need to enter group homes.

**4:10 p.m.**

One of the most interesting discussions we had was whether boarding homes that happened to have a fair number of ex-psychiatric patients should be considered group homes and, therefore, separated. It spoke to the question of independent living, of whether, because a person happened to be an ex-psychiatric patient; happened perhaps to be taking some medication as people discharged for a variety of illnesses often do; happened to be an outpatient as people with a variety of illnesses often are, they ought to be separated through mandated legislation by X number of feet from house to house.

Part of the reason for saying no, they ought not to be, spoke to a very fundamental philosophy which I have often had the pleasure of sharing with Mr. McClellan, notably through our discussions on the Frankel-Lambert housing development, to which he referred. That philosophy, very simply stated, is that while it is appropriate for communities to speak to the physical form of housing, and while it is appropriate that they speak to the use to be made of land—and it would be appropriate to remark on a quasi-institutional use such as a group home—it is not within the proper sphere of comment from adjacent residents or members of council to say that the individual residents are unacceptable; whether they are unacceptable by virtue of the particular charac-

teristic of being an ex-psychiatric patient or whatever; whether that characteristic is by reason of race, income, or household size.

In that respect, it was very interesting that the city took a specific decision not to presume that all boarding houses which were accommodating ex-psychiatric patients were to be treated as group homes, but rather to make that difference.

I should also add that in the area of whether such boarding houses should be governed by the province or not, it is worth noting that the city of Toronto council, at least, was in the forefront of arguing that licensing boarding houses was a municipal responsibility, a prerogative of the local council, that the local council in no way wanted the province anywhere near second-guessing or overriding. I suggest that any modest thoughts to the contrary would be most ill-received by at least one council within the Metropolitan federation and, I suspect, one other.

I would also note, by the way, that the problems faced by the city of Toronto were fairly widespread when it was instituting its very liberal group homes policy. We did not get the support we might have wished, Mr. Kolyn, from Etobicoke, for example. When the province moved, through Surrey Place Centre, to establish some fairly modest group homes for mentally retarded and those others with psychiatric situations, Etobicoke responded in a fury and sought to bring forth zoning bylaws that would provide a distance of a mile and a quarter between group homes.

It was the same in North York. The council's most recent wisdom in North York was to the effect that group homes could be provided to accommodate our North York residents with a variety of problems and concerns, except those having any difficulty with chemical dependencies, that is to say, alcohol or drugs, and anyone who has had any brush with the law. Presumably, the good mayor of North York and his majority of council members take the stand goodbye and good luck to any North York residents who have had any chemical dependency or correctional problems. We know they cannot go to Etobicoke; they do not want anybody there for a mile and a quarter. But perhaps they go to Toronto.

It was very interesting indeed that that matter was plugged away at within the municipal family. It was plugged away at for three years by municipal councillors in the city of Toronto and in all of the boroughs and on Metropolitan



council exercising, as the councillors were—and I as a municipal councillor was one—the right of autonomy that municipal councils so often argue vis-a-vis the province.

It is interesting to note that that pause during the period to work out a problem within a municipal family resulted in a fascinating vote at Metropolitan council that confirmed the policies of the city of Toronto, imposed on them by official plan designation in all of the boroughs within Metropolitan Toronto. I was very proud of the rapid, responsible and sensitive response that was provided by the Minister of Housing when that matter was referred to him. He approved it with no delay whatsoever and confirmed that decision at the Metropolitan council. I was very pleased.

I should note, however, that the resistance to group homes is not, as Mr. McClellan seemed to suggest or perhaps I merely inferred, confined to well-off areas. I recall to Mr. McClellan a matter that we dealt with jointly some few years ago on Christie Street. It was a proposal to institute a group home in the good riding of Bellwoods, the Marcus Garvey home, which was a group home for young blacks from the West Indies who were having trouble adjusting. The home was supposed to be located on Christie just south of St. Clair, fairly close to the Harriet Tubman Centre which was serving many of the youth.

The community was violently opposed and it took months of discussion to sort that out and settle them down. That community is a working-class community and many of the people in the area had emigrated themselves.

My comments are complete to that point. They are not an attempt to speak to all the things that came to my mind, but merely a few illustrations of some of the things that I think are not as simple as they might otherwise be made to appear, as well as some other points that I think are worth recalling, although perhaps they have not been uppermost in members' minds today.

**Mr. Chairman:** Mr. Van Horne, before you proceed with further questioning, I would like to ask the committee if it would be interested in getting a copy of the government study of demographic trends. We have copies available. Perhaps we should distribute this if you would like to make references to some of the findings in that study.

**Mr. Van Horne:** Very briefly, Mr. Chairman, I have three questions I would like to direct to the minister. I do this with the hope of getting an

answer some time, realizing that the questions I ask may not have answers available immediately. I ask the questions, given the minister's co-ordinating role with the other ministries under the broad umbrella of social development.

First of all, I want to know what programs are under way or are being considered and through which ministry to accommodate the worker who has a drinking problem. Secondly, what programs are under way or are being considered and by what ministry to accommodate battered wives?

Thirdly, what programs are being considered or what research is being done to accommodate what is apparently a growing problem, the abused senior? This is the person who shows up in the emergency ward, the elderly person being kept at home, apparently, because other spaces are not available, the person coming in requiring medical attention, having been abused or beaten or whatever by a frustrated younger member of the family.

I feel those three areas of concern fall under the broad purview of social development ministries. I have not heard any discussion about those three themes today. I would ask you if you could address yourself to them now, at least indicating, if you have not a great deal of detail, when you might be able to provide detail on those questions.

4:20 p.m.

**Hon. Mrs. Birch:** I know there are programs relating to drinking problems, but certainly not a co-ordinated approach. I think various ministries have established programs for their own staff, their own employees, as has been done in the private sector. We have not attempted in any way to co-ordinate a policy development for that particular concern.

**Mr. Van Horne:** I am not thinking of policy itself, but rather of requests that might come to you for assistance from various communities across Ontario. I am aware of the program that was attempted in London through the social service agency. I am not sure how far they were able to pursue it, given that once they get into these things they often need to bring in expertise and bringing in expertise requires funding, et cetera.

Has the Ministry of Community and Social Services, for example, been approached by any agencies within communities to assist in developing or coming up with programs such as the one I just mentioned?

**Hon. Mrs. Birch:** The Addiction Research Foundation, as you know, is funded by this government. I think it gets about \$13 million and has staff working in the various communities. I would assume that through those staff people various other agencies and groups within the community would relate to specialized help in this general area, perhaps getting advice in the setting up of programs.

To my knowledge, it has not been brought to our attention at the secretariat to develop programs, nor have we had requests from any particular group to provide funding. I think that would probably go to Health or Community and Social Services and then might be referred on to the Addiction Research Foundation. At the moment, we are attempting to deal with some of the native alcohol problems. The Addiction Research Foundation is providing some expertise in that general area.

**Mr. Van Horne:** I would appreciate it if your staff, after we finish today, could forward to me any programs or any information that we have not talked about here today. I would appreciate that very much.

**Hon. Mrs. Birch:** We would be very pleased to.

The battered wives syndrome is sort of a new one. It has received a lot of attention only in the past few years. We have had recommendations from the Ontario Status of Women Council, which had a seminar in the past few months and presented a report on battered wives to the government. This report was made public and included a number of recommendations. If you are interested in the recommendations, I could briefly run through them. They are being addressed by the government from the various ministers who are involved. I have just received a response from the Attorney General (Mr. McMurtry). That will be going back to the Status of Women Council. I hope some of the recommendations indicated in the report will be acted upon.

**Mr. Van Horne:** Are you aware of the attempt being made in London now to accommodate some of these problems, that is, the battered wife syndrome? I will make sure that you get it because I have fairly good indications that it will not survive without input from some other agency. Again, these things need money to survive. I will see that you get information on the attempt that we are making in my community.

**Hon. Mrs. Birch:** It would be very interesting to receive that information and I would appreciate it.

One of the recommendations from the Status of Women Council to the Attorney General was that police officers receive more instruction at the police college in the area of battered wives and family assault. The Attorney General thinks that is very important and he will see that it is carried out. There are several other recommendations that are being responded to at the moment by various ministries. I would be very pleased to put that information together and see that you get it.

**Mr. Van Horne:** I would assume that police effort is in concert with the attempt to deal with family crises as some police forces are developing expertise to meet them.

**Hon. Mrs. Birch:** It is the Attorney General's feeling that more attention should be paid to that whole area at the college as part of the training. I think this is something new and something that promises to be quite acceptable. We are looking forward to a little more in that area. Again, the abused senior seems to be another new phenomenon that is just beginning to show, and we do not really have very much information on it. It is very scattered.

**Mr. Van Horne:** Are you doing any data-gathering on this? Are hospitals or doctors being asked to give indications to the Ministry of Health?

**Hon. Mrs. Birch:** I would assume that through the Ministry of Health they are getting that information, but it is still pretty rare. I do not think great numbers are being abused, but there is no doubt that there are some cases. There, again, I would be very pleased to update the information on that and make sure you get it.

**Ms. Fish:** Is it possible for either all members of the committee or other members also interested to receive that information as well? I know I would be interested in both of the areas that have been raised.

**Hon. Mrs. Birch:** Oh, yes.

**Mr. Chairman:** Would you be willing to provide this to all the members of the committee, Madam Minister?

**Hon. Mrs. Birch:** I would be very happy to.

**Mr. Kolyn:** I would like to say a few things. In recognition of the International Year of Disabled Persons, I believe the federal government has done its part and I believe the provincial government is doing its part. From the advertis-

ing we have seen, I think it is going to be very constructive to bring to the people the plight and the concerns of the disabled in this province.

**4:30 p.m.**

On a municipal level, I think municipal governments are doing what they can. Just to follow up what Ms. Fish said, in the municipal field I have had occasion to watch a few changes made in the city downtown core. Just recently—I think inside of a year—they specifically went to certain parts of city streets and cut away sections with saws and made it possible for people to have accessibility to the sidewalks. That is not on new construction but on construction that has been there for 40 or 50 years. I think it is a very good program.

I think the program with respect to building codes in new buildings is very admirable and I believe it is pointed in the right direction. I was not going to speak on group homes, but Ms. Fish seems to have got us involved in it. As she is aware, we do have group homes in the southern part of Etobicoke. Our problem with them is we have them all concentrated in one specific little area.

**Ms. Fish:** I should have distinguished, I understand, between northern and southern.

**Mr. Kolyn:** We are not all against group homes in Etobicoke. As the minister is well aware, we have solved a few of the problems we did have at the early stages. Hopefully, Etobicoke will come on stream as time goes on. That is about all I want to say right now.

**Mr. Chairman:** Thank you, Mr. Kolyn. Can we now proceed with the specific items on the votes?

**Mr. McClellan:** I have one question first. When the government changed the tax credit system to a tax grant system, I think it was inadvertent but a number of people were excluded. I am thinking, in particular, of people in charitable institutions, specifically of the residents of Bellwoods Park House in my own constituency. They were previously eligible for a substantial amount of money under the tax credit program, but are now ineligible under the tax grant program. Yet the comfort allowance has not been adjusted to make up the difference.

I have raised this a couple of times in different forums in the House and in different committees. I always had the sense that it was an oversight and that it was not done deliberately. I think various ministries had not anticipated that

the new program would impact this way on disabled people in charitable institutions. A fairly long period of time has now elapsed and nothing has been done about it. I would like to ask the minister whether this is a matter that is under discussion within the policy field and whether any plans are under way to deal with the problem. I think the best way to deal with the problem is simply to raise the comfort allowance to a level sufficient to compensate for the income lost under the new tax grant program.

**Hon. Mrs. Birch:** I would only be able to comment to the extent that as far as I know a committee has been set up regarding this whole area. That committee will not be reporting for about two months.

**Mr. McClellan:** Are you on the committee?

**Hon. Mrs. Birch:** No, I am not.

**Mr. McClellan:** Is someone from your ministry on the committee?

**Hon. Mrs. Birch:** Yes.

**Mr. McClellan:** Well, that is almost as good. I hope you will take this seriously because it has created a substantial hardship for a very vulnerable group of people.

**Hon. Mrs. Birch:** We will have the benefit of that committee report in about two months.

**Mr. McClellan:** Could you have your assistant keep me up to date on the progress of this?

**Hon. Mrs. Birch:** I will.

**Ms. Fish:** If that is information that is coming, could it be supplied at least to myself? I do not know whether other members of the committee are equally interested. Could I be marked down, please?

**Hon. Mrs. Birch:** Yes, we are marking you down.

**Mr. Chairman:** Your requests have been noted. Can we now proceed with the items? I would like to ask the members to adhere strictly to the items under consideration. Vote 2701, item 1.

Item 1 agreed to.

On item 2, social development councils:

**Mr. Ruprecht:** I notice that the seniors newsletter is costing \$279,000. I am looking at the estimates book.

**Hon. Mrs. Birch:** Yes, it is \$279,000.

**Mr. Ruprecht:** Do you really think that is fulfilling a very useful function? That is quite a price for a newsletter. Further, I understand



from looking at the estimates that you are sending out one newsletter for every two people. Is that correct?

**Hon. Mrs. Birch:** No. This goes out to approximately 750,000 seniors across Ontario. I have nothing to do with it. This is a newspaper that was generated by the advisory council. It goes out four times a year.

**Mr. McClellan:** You have nothing to do with it?

**Hon. Mrs. Birch:** We pay for it. It is completely separate, at arm's length. We have nothing to do with the content or anything else.

**Mr. McClellan:** Are there pictures of yourself?

**Hon. Mrs. Birch:** I do not suggest that they use my picture. Perhaps Mr. John Nywenig could explain the problems that he has been able to resolve with this particular newsletter to bring the cost down.

**Mr. Chairman:** For the record, would you state your name?

**Mr. Nywenig:** John Nywenig. There are approximately 844,000 senior citizens in the province. A number of the elderly wrote us to say they did not want to receive the newsletter. We found a mechanism to delete those names. We got permission from the federal government to use the old age security tapes because we use them for the free OHIP and medical cards and so on. We were able to combine husband and wife if the addresses were the same. We have been able to delete 90,000 addresses. We are now down to 750,000 and we hope to be able to improve that.

I think it is a newsletter that the council gets a lot of very positive comments about. The council informs the elderly what it is recommending to the government on their behalf and keeps the senior citizens informed of group programs and changes in programs, how to apply for their property tax grants and things like that. I think it is a very useful information mechanism.

**Mr. Ruprecht:** Would you, for my benefit, very briefly read it again? It seems like a large sum of money. What is the main cost on that?

**Mr. Nywenig:** The major costs are the mailing costs. I think the printing costs are about \$15,000 per issue. We have a part-time

staff person who writes the newsletter for the council, but the mailing costs are the biggest item.

**Mr. Ruprecht:** That is \$15,000.

**Mr. Nywenig:** About \$15,000 to \$20,000 per issue for printing or somewhere in there.

**Mr. Ruprecht:** Do you have to pay for the rental of the buildings too?

**Mr. Nywenig:** No.

**Mr. Ruprecht:** Where do you spend the rest of the \$200,000?

**Mr. Nywenig:** On salaries, \$13,000 for the editor of the newsletter; \$156,000 for mailing costs; and then the printing costs.

**Mr. Ruprecht:** I understand. Is there no way to cut this budget at all then?

**Hon. Mrs. Birch:** Cutting down on the issues would be the only way. There would be a lot of disappointed seniors in this province if we did that.

**Mr. Ruprecht:** I would not want to cut it out completely. I do not think that is the solution. It just seems that it is an awfully large sum of money.

Item 2 agreed to.

On item 3, Youth Secretariat:

**Mr. McClellan:** I want to ask at least one question. How many jobs were provided under the Experience '80 program?

**Ms. Fish:** You are on the wrong item. That is item 4.

Item 3 agreed to.

On item 4, Experience '81:

**Mr. McClellan:** How many jobs were provided under the Experience '80 program?

**Mr. Gillies:** In 1980, 10,450 jobs.

**Mr. McClellan:** This year it is less.

**Mr. Gillies:** Yes, 10,232.

**Mr. McClellan:** How do you explain that?

**Mr. Gillies:** It is rather simple, actually. In 1980, we were allotted \$13.5 million for the program and that amount was frozen for 1981. Because of a rise in the minimum wage, we had to cut back slightly on the number of jobs.

**Mr. McClellan:** Do you think there are fewer young people looking for summer employment this year?

**Mr. Gillies:** Certainly not, Mr. McClellan. I would say any department, secretariat or ministry in the government would like more money. Unfortunately, the amount allotted to Experience dropped rather substantially from 1979 to

1980. At the same time, several other initiatives in youth employment were started up in the government. However, from 1980 to 1981 the amount was frozen by management board. I would certainly hope that as we go to 1982 we might be able to achieve some improvement in that area.

**Mr. McClellan:** It certainly was cheap of management board, was it not?

4:40 p.m.

**Mr. Gillies:** A trifle. However, it is interesting to note that the latest statistical data we are gathering indicates that the peak unemployment months for youth are shifting from the traditional summer months to other times of the year.

**Mr. McClellan:** That is real progress.

**Mr. Gillies:** Not necessarily. I do not want to take credit for that. However, in that the Experience program as it is set up now addresses itself just to summer employment, in looking over all of our programs, we may find that a further program or increased funding is needed somewhere else. It could be an extension of the Ontario career action program in the winter months or the Ontario youth employment program or something else. We just do not know at this point, but the project is being reviewed, and certainly it is a wonderful opportunity in front of the minister to say, "Yes, we would certainly like some more money for Experience '82."

**Mr. McClellan:** The minister knows how highly I regard the Experience program. It is a program that young people in my constituency have found really beneficial. It is a concern when I see that budget frozen and the number of jobs under that program decreased. No matter what the alternatives are, I think it is just totally unacceptable that expansion of other programs takes place at the expense of this program.

**Hon. Mrs. Birch:** I think a lot had to do when the increase came in the minimum wage. If we had had prior knowledge of that, perhaps we would have been able to—

**Mr. McClellan:** The left hand knoweth not what the right hand doeth.

**Hon. Mrs. Birch:** —have persuaded management board to provide us with more money at least to have met the same number of Experience jobs we had in the prior year.

**Mr. McClellan:** Going back to your revelation, the knowledge that there is a shift in youth unemployment is based on what, a Treasury study?

**Mr. Gillies:** In the Youth Secretariat, we do ongoing monitoring of the youth employment market. We have a monthly report that indicates the number and the breakdown and we have found in the last couple of years that it is shifting. The winter months are becoming more of a problem. I am not quite sure why that would be. I suspect it might have something to do with the fact that many more students are going to community colleges and other types of education which are not rigidly on a September to May schedule.

This is something we are going to have to undertake a study of. We are looking at possibilities with the manpower commission, which now has responsibility for all employment programs including ours, of some sort of program for the winter months. I believe the feeling currently is that the best use of whatever extra money we could get may be for some winter form of OCAP.

Item 4 agreed to.

Vote 2701 agreed to.

**Mr. Chairman:** This completes the estimates of the Social Development policy field. I would like to thank you, Madam Minister, Mr. McClellan and Mr. Gillies. You have performed very well today.

**Mr. Gillies:** I would like to make some points to the member for St. George (Ms. Fish), the first and obvious one being that we are doing such a good job in the Youth Secretariat that there is hardly anything that could be criticized. Also, further to her earlier comments, I hope that the member for St. George never has occasion to say she is sorry I am not here.

**Hon. Mrs. Birch:** I would like to thank you, Mr. Chairman, and all the members for your consideration of our estimates. I appreciate the questions that you have asked. We certainly will make sure you get the information you have requested. Thank you very much for your co-operation.

The committee adjourned at 4:48 p.m.

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 Fish, S. A. (St. George PC)  
 Gillies, P. A.: Parliamentary Assistant to the Provincial Secretary for Social Development  
 (Brantford PC)  
 McClellan, R. A. (Bellwoods NDP)  
 Ruprecht, T. (Parkdale L)  
 Shymko, Y. R.: Chairman (High Park-Swansea PC)  
 Van Horne, R. G. (London North L)

#### **From the Provincial Secretariat for Social Development**

Dorfman, M., Communications Adviser  
 Nywening, J., Senior Policy Analyst  
 Thorsteinson, W., Co-ordinator, International Year of Disabled Persons





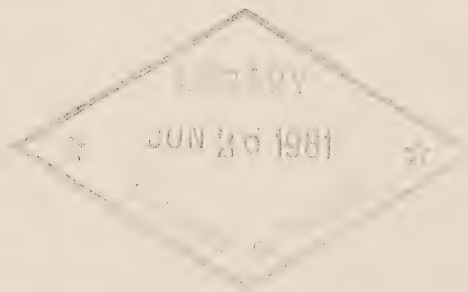


No. S-5

# Legislature of Ontario Debates

## Official Report (Hansard)

**Standing Committee on Social Development**  
Estimates, Ministry of Education



**First Session, Thirty-Second Parliament**  
Monday, June 8, 1981

Speaker: Honourable John M. Turner  
Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

**Monday, June 8, 1981**

The committee met at 3:36 p.m. in room No. 151.

### ESTIMATES, MINISTRY OF EDUCATION

**Mr. Chairman:** I will call the committee to order. Today we are dealing with the estimates of the Ministry of Education. The time allocated is 12 hours. As indicated in today's Order Paper, we will try to cover the estimates over three days; today, tomorrow after routine proceedings, and Wednesday at 1 p.m.

There have been indications that there may be a House sitting on Wednesday, but it is not confirmed. There may be a change. I would like to ask the committee's advice about this, or perhaps reach an agreement that we could meet on Wednesday at one o'clock. Then if there is a sitting, we may adjourn at 2 p.m. and reconvene after routine proceedings on Wednesday, if that is agreeable.

**Mr. McClellan:** There is no problem, subject to whatever the House leaders work out.

**Hon. Miss Stephenson:** There is going to be a question period.

**Mr. McClellan:** That is why I said subject to whatever the House leaders work out.

**Mr. Chairman:** Subject to whatever they work out, yes.

**Mr. McClellan:** I do not think it is a good idea for individual committees to be trying to schedule meetings apart from what the House leaders are working out. In other words, I have no objections as long as the House leaders agree.

**Mr. Chairman:** Obviously, there is agreement. We will leave it for the three days as indicated on the Order Paper. I will now turn the meeting over to you, Madam Minister, if you have an opening statement, before we discuss and debate the expenditures relating to the Ministry of Education.

**Hon. Miss Stephenson:** Thank you, Mr. Chairman. It is a pleasure once again to introduce the financial estimates of the Ministry of Education for the fiscal year 1981-82. We last discussed the Ministry of Education estimates in April 1980. That was little more than a year ago. Despite the fact that time passes quickly and seems always inadequate for what needs to be

done, I believe we can report solid progress in a number of significant areas this year.

Some of you will recall that on this occasion last year I noted that I expected the government's official response to the final report of the Commission on Declining School Enrolment to be released shortly and that it would be an important document which would outline not only a number of new initiatives that the government was proposing, but would place in a general policy context the wide range of activities in which the ministry is engaged.

The document called, *Issues and Directions*, was officially released on June 26, 1980, and subsequently widely distributed in both English and French versions. It cannot be expected that universal agreement would develop on each of the 137 policy positions or initiatives specifically enunciated in that document. But I think I can say that even those individuals or groups that disagreed most vigorously with many of the positions taken found the document both unique and valuable. Never before, I believe, have the operating premises upon which the ministry was operating and planning been as comprehensively and as clearly outlined.

I indicated, in releasing that document, that while we welcomed public comment and response, we would be moving ahead on each of the new initiatives on a timeline appropriate to that initiative. This has happened, and my remarks this afternoon will, in effect, be a report on action taken with respect to many of the initiatives which we foreshadowed in *Issues and Directions*.

Some of the members will recall the circumstances of an earlier debate in this committee which led to my tabling with you a formal statement of the goals of education in the elementary and secondary schools. That statement, which was well received by this committee, has been incorporated into *Issues and Directions*. By so doing, we have, in a sense, officially and formally promulgated to the public and to the educational community a clear statement about the purpose of the educational enterprise in Ontario and the result which we hope to achieve through the expenditure of funds that I will be asking you to commit through the votes.

The largest single item in these estimates is the general legislative grants. Indeed, it is one of the largest single items in the entire provincial budget. It is the transfer payments to the school boards in support of elementary and secondary education, which this year stand in excess of \$2.5 billion.

Issues and Directions outlined the financial measures we would be taking to alleviate some of the problems caused by declining enrolment, as well as being very explicit about the financial realities which we face. I am happy to say that although the overall financial picture remains stringent, we have been able in the 1981 general legislative grant regulations, of which these estimates are reflective, to continue to make financial provisions which recognize the current situation in the school boards.

The general legislative grants to school boards for operating expenses in 1981 will be \$2.4463 billion, an increase of \$214.3 million or 9.60 per cent over the 1980 total of \$2.232 billion. For 1981, the maximum ordinary expenditure per pupil recognized for grant purposes is \$1,730 for each elementary pupil, an increase of 11.9 per cent over 1980, and \$2,403 for each secondary pupil, an increase of 11.56 per cent over 1980.

The general scale of provincial support is the single most important factor in maintaining quality programs without an undue burden on local mill rates. Per pupil increases in the 11 to 12 per cent range will ensure that with restraint and prudent management there will be no deterioration in the quality of education even under the stresses caused by inflation and declining enrolment. We do recognize, however, that the school board cannot, in general, cut costs in proportion to enrolment decline, especially smaller boards. For this reason, we have introduced this year a graduated system of special assistance above the amounts normally recognized to soften the impact of declining enrolment on school board budget and mill rates.

The method of calculating the special assistance is to recognize a board's day school average daily enrolment of both the current year and the preceding year in order to offset in part the decline in enrolment which may be experienced by that board. For boards with fewer than 4,000 pupils, 60 per cent of any decline in the average daily enrolment will be recognized for grant purposes. For boards with between 4,000 and 14,000 pupils, any decline in the average daily enrolment will be recognized for grant purposes on a graduated basis from 60

per cent to 30 per cent. For boards with 14,000 or more pupils, 30 per cent of any decline in the average daily enrolment will be recognized for grant purposes. Boards with increasing enrolments, however, will continue to have the calculation based on the current year basis.

We have also changed the eligibility rules in respect of the administrative portion of the small board weighting factor. Formerly, boards were eligible when their total enrolment was less than 4,000. In 1981, boards will become eligible when either the elementary or the secondary enrolment, treated separately, is less than 4,000. This will significantly increase the number of boards eligible for additional compensation under this factor.

While not wishing to dwell overly long on the details of the 1981 grant arrangements, which we shall undoubtedly discuss later, I would like to mention that we have been able to increase the weighting for grant purposes of pupils in grades nine and 10 of Roman Catholic separate schools from 1.135 to 1.15. This means that, in effect, each grade nine or 10 pupil in the RCSS system counts as 1.15 pupils for grant purposes.

In Issues and Directions, we outlined a number of moves with respect to school accommodation which we felt to be necessary in a declining enrolment situation. One of these was the need for each school board to have a definite and publicly known policy on the procedures to be followed in determining school closures. We issued tentative criteria for such a policy to the field and, after making some modifications based upon the reactions received, we have now finalized and formally issued a set of criteria that each board is to respect in its local policy. These ensure that adequate information is made available about all aspects of a potential closure—administrative, educational, financial and the general social effect upon the community—before a final decision is made.

We acknowledge the need for new capital construction in new growth areas. At the same time, there are many situations in which existing underpopulated schools in one board can serve the needs of an adjacent or coterminous board which is expanding, if transfers or leases can be negotiated. Even if ample capital funds were available, which is certainly not the case, it is simply not responsible for any level of government to use public funds for new bricks and mortar when existing buildings can be used with some mutual accommodation and goodwill.

We have, therefore, finalized a number of policies, foreshadowed again in Issues and

Directions, which collectively will help to make optimum use of our existing stock of school buildings and our limited capital funds. We have announced a procedure for mediating school accommodation disputes. We no longer claim back the provincial equity when schools and school sites are sold to other school boards or for other public purposes.

These moneys are to remain with the board in a special fund to finance new building in growing areas of the board's jurisdiction or for renovations and major repairs and improvements. We have suggested alternative uses for school buildings and have modified the capital grant plan to improve the price which a board will receive when it sells to another board. The regional offices will be making an inventory and monitoring vacant school accommodation and facilitating utilization by other boards.

The closing and sale or lease of a community school is a difficult and very emotional issue. I have great sympathy for those who place a high value on the continued operation of a school within their community, but I have equal sympathy for communities whose students are housed in inadequate accommodation. We must, however, make responsible use of public funds and properties. While there are clearly serious problems yet to resolve, I am confident that responsible concessions will be made by all of the parties involved so that in the end responsible use of public assets will occur.

Might I now turn to the subject of French minority language education. A highly significant and, I think, symbolic project has been completed within this past year, that is, the translation of the Education Act into French. This act has now been distributed, together with a translation of Bill 82, to all of the French language schools in the province and all of the instructional units, and that has happened over the last few weeks. I might add that it has been highly appreciated by the Franco-Ontarian community.

In an exercise to identify potential electors to French language advisory committees, carried out last summer and last fall in conjunction with the Ministry of Revenue, we received and processed more than 42,000 cards and compiled and distributed lists of potential francophone electors to the boards and to the French language advisory committees in 34 areas.

The lists are most certainly not complete and the process falls short of what the Franco-Ontarian organizations would ultimately hope for. But it was, nevertheless, an important

initiative with the potential for substantially improving communications between school boards and French language advisory committees and the francophone electors within their communities.

The new funding initiatives for French as a minority language, which were introduced to the general legislative grants in 1980, will be continued for 1981. In addition, the eligible sum amounts for 1981 will be increased by an average of 10 per cent to reflect the increases in the costs of goods and services.

A substantial level of curriculum service to French-language schools and units has been achieved during the past year with the completion and distribution of a dozen French-language curriculum documents on a variety of subjects. Many of these are translations of equivalent English-language documents, but I think it is significant that several, such as *L'héritage français*, were developed as original French documents. It is expected that this level of service will be continued in the coming year.

I am particularly pleased to inform members that during the 1981-82 school year the ministry will be able to maintain its highly appreciated French-language consultative services. This program, which was introduced in 1978, enables the ministry to provide French-language pedagogical and assessment services to the students and teachers in the French-language schools and classes. The equivalent of 40 French-speaking educator-consultants will be seconded from school boards for this service.

Sixteen educator-consultants will provide consultative and student assessment services on a province-wide basis. The ministry will reimburse the employer boards for the salaries and benefits of the secondees and, in addition, will cover all service-related costs.

### 3:50 p.m.

Another 24 educator-consultants will be seconded from school boards for the purpose of providing co-operative services for two or more boards located in proximity to one another in a given region. Under this plan the ministry will reimburse the employer boards for the salaries and benefits of the secondees, while the participating boards will be responsible for all service-related expenses.

On October 5, 1979, I made a policy announcement in which I asked each school board still operating mixed or bilingual schools to ascertain whether the affected communities were satisfied or wished to establish a new, discrete French-language school entity. This is proceed-



ing satisfactorily. In 30 instances the communities elected to remain with the existing mixed school, while in six cases a new French-language entity was established. The situation in each mixed school is reviewed by regional office staff on a continuing basis. Priority in capital funding has been given for the structural alterations of existing buildings, where needed, to establish these entities.

I am pleased to report that the number of homogeneous French-language secondary schools now stands at 33, including the new *Ecole secondaire Louis Riel* in Carleton. I am particularly pleased that after considerable difficulties work is proceeding on the *Ecole secondaire Le Caron* in Penetanguishene.

Issues and Directions made several references to the need to systematically improve our ability at all levels to evaluate the effectiveness of educational programs. A serious deficiency in this area has been the lack of good tools for measuring student achievement in relation to the specific objectives of ministry guidelines. To remedy this deficiency, we have committed a major portion of our developmental funds to the creation of the Ontario assessment instrument pool, OAIP, and its French-language equivalent, la Banque d'instruments de mesure de l'Ontario, BIMO.

I am pleased to report that the first components of the pool have now been delivered to school boards for distribution to the schools in each jurisdiction. OAIP consists of pools of assessment instruments which correspond to objectives in the Ontario curriculum guidelines. The basic unit in the pools has been given the name "instrument" to allow for the inclusion of a wide range of assessment strategies, such as procedures for scoring compositions and informal measures for determining attitudes.

The pools are not tests; they are collections of independent instruments from which teachers and other users can select those appropriate to their educational purposes. Because OAIP has been developed to assist all educators in fulfilling their responsibilities for evaluation, the pools of instruments are open to anyone in education who wants to use them.

During the school year 1980-81, we have distributed first instalments of pools for grades seven to 10 mathematics, *mathématique*, history, geography, English and French as a second language. In addition, we have distributed copies of OAIP: A General Introduction, which provides information about all the pools in the

OAIP and indicates ways in which OAIP may be used to assist in the evaluation of student achievement and program.

In the coming year, second instalments of assessment materials in each of these six pools will be distributed along with new pools for physics, *physique*, grades 11 to 13; chemistry, *chimie*, grades 11 to 13; anglais, grades four to 10; français, grades four to 10; and géographie, grades seven to 10. Une introduction générale will be distributed this September as well.

During the month of May 1981, field trials were conducted on instruments published in the intermediate division mathematics pool and in the intermediate division English pool. Field trials involve administering the instruments in the pool to a representative sample of students in the grades and levels, for example, basic, general and advanced, for which the instruments were designed.

From the field trials an estimate is made of the number of pupils likely to answer correctly. These estimates—the difficulties, if you like—with an indication of plausible range, are then added to the other information in the pools to complete the development process. Information on the performance of Ontario students on the instruments will help teachers to select instruments to meet their own particular teaching needs.

To make the best selection of instruments from the pool, teachers need to know not only the objectives being tested, but also how difficult the instruments are or are likely to be for their students. Information on difficulty will also enable the teacher to compare the performance of his or her class, using these instruments, to the performance of pupils in the representative sample in the field trial.

The availability of these instruments will in many cases add greatly to the professional skills of teachers. In English, for example, the field has been relatively familiar with the techniques for assessing reading and writing skills. These are included in the first volume of intermediate English instruments. The field, however, is much less familiar with the techniques for assessing the equally important skills of listening and speaking. These are covered in volume two, and in many schools their regular use will break new ground.

Last April I indicated to you that a thorough implementation plan would be worked out in co-operation with the teachers, the school boards and officials. As a part of this provincial implementation plan, teams of education offi-

cers in each regional office have been organizing workshops and seminars on the utilization of OAIP. Each school board has put together a representative implementation team to participate in the workshops. Virtually all board teams have participated in at least one workshop and about half of the teams have now participated in a second or follow-up seminar.

Surveys of the school boards indicate that more than 90 per cent have or are developing plans to distribute OAIP and train their teachers in its use. In many boards, the local distribution of OAIP materials is being phased to these plans.

There are certainly some concerns which continue to exist among certain teachers that school boards may use these materials to measure teacher performance, but I think there are indications that concern is diminishing, probably as a direct result of the degree of understanding educators have now of the purposes and the potential of this new assessment resource for use in Ontario.

Issues and Directions also indicated that more extensive use would be made of the ministries' procedures for co-operative evaluation. The co-operative evaluation and development of school systems model was piloted in 1974-75, and since that time 21 boards have employed it as a means of doing an in-depth evaluation of their systems. The model is designed to examine four components of a system—the purpose or objectives, the people and their roles, the program, and the products or the student achievement.

The process involves an in-depth internal evaluation and an external evaluation component as well as a plan for follow-up action. Some features of the model are its flexibility in that it is adaptable to the review requirements of the particular board; degree of involvement and commitment resulting from self-evaluation; improvements in communication and co-ordination resulting from the systems awareness and internal evaluation components; co-operation and involvement of other agencies, including members of faculties of education, the Ontario Institute for Studies in Education, other boards of education, the community, business and industry; and review of program done in the context of other aspects of the system.

In 1980-81, six projects have been conducted and at least six new projects will be completed during 1981-82. This includes the Scarborough Board of Education in Toronto, which is the largest system to date to involve itself in this

process. The regional offices are currently negotiating co-operative reviews with several other boards, including the Welland Roman Catholic Separate School Board, the Wentworth County Board of Education, the Peterborough Board of Education, the Norfolk County Board of Education, the Sault Ste. Marie Board of Education and the RCSS board, the Chapleau Board of Education, the Windsor and Essex RCSS boards and the East Parry Sound Board of Education.

Part XIV of the general legislative grant regulations, a new section added this year, includes funding up to \$20,000 per participating board for approval expenditures for the internal evaluation component of each co-operative review. In addition, the Ministry of Education pays the costs of the external component.

#### 4 p.m.

We also indicated in Issues and Directions that the provincial review program would become a major vehicle for the ministry in monitoring the implementation of its programs and in obtaining information for policy review. The task of conducting these reviews has become a significant portion of the regional services assignment. As we complete the third year of this process, the reviews continued to improve in their sophistication and usefulness.

Demonstrated savings have resulted from the transportation and enrolment audits. Data from other reviews are analysed and, where required, result in modification to ministry curriculum and supervisory practices. Increasingly, the review process is improving the effectiveness of local implementation of provincial programs and policies. Thirty-eight reviews have been conducted to date, with another six projected for 1981-82.

The management information systems branch provided a consultative technical service to ministry officials who conducted reviews. Assistance ranged from the participation in the preparation of a manual to guide officials involved in provincial, board and co-operative reviews to the selection of the samples and the type of analysis to be conducted on the results. The research and evaluation branch assists in the design of instrumentation, and all parts of the ministry participate in the selection of review topics and, where appropriate, in the analysis and the follow-up on the results.

The regional offices continue to be the eyes and the ears of the Ministry of Education. Feedback is obtained not only through the formal review process, but by continuous liai-



son and dialogue with the local board officials in each region. Particularly effective vehicles for this interchange are the regional educational councils.

Each regional director chairs such a council, composed of the chief education officers of each of the school boards in the region and representatives from the local faculty of education and OISE field office. These councils have become one of the most consistently useful and respected sources of advice and counsel available to the Ministry of Education on policy formulation and delivery.

I believe an achievement of major significance has been the passage of legislation to extend the responsibility of school boards to all exceptional children, disability notwithstanding. As you know, Bill 82 received royal assent on December 12, 1980, and is now chapter 61 of the Statutes of Ontario.

The passage of this new legislation ensures universal access to public education for all students in Ontario and also makes provision for Roman Catholic separate school boards to be responsible for the education of trainable mentally retarded pupils in their jurisdiction. It can now truly be said that public education in Ontario is becoming universal.

The legislation is to be phased in, with full implementation by September 1, 1985. To assist the ministry and the school boards with the phase-in process, an initiating team was established. The team is chaired by Mr. L. J. Hewitt, formerly superintendent of special services with the Hamilton Board of Education, who has worked with 21 pilot boards to validate the ministry's planning guide which will be used by school boards during the implementation of Bill 82.

To date, a number of the pilot boards have forwarded their comprehensive special education plans to the initiating team and to the regional teams. These plans are being reviewed and analysed with reference to personnel, curriculum, professional development and funding requirements.

I have noted with great interest the report of the initiating team about the very positive attitudes among educators and the public. The team feels strongly that such positive attitudes are a key ingredient for successful planning. As of September 1981, the initiating team will change from its planning function and become an implementation team to assist our regional offices and school boards with the phase-in of Bill 82. On October 1 and 2, 1981, under the

leadership of the implementation team, the ministry will host a conference for ministry and key board officials to prepare them for the implementation of our new special education legislation.

As I indicated, a school board planning guide has been field-tested in the pilot projects this year. The ministry is now in the process of rewriting the planning guide, based upon project experience. This document will help school boards to plan over the next four years to provide programs and services for all of their exceptional pupils by 1985, in accordance with the requirements of Bill 82. It will be introduced at the October meeting.

For further assistance, the special education branch has developed the Special Education Handbook: A Resource and Reference Guide, which expands on and replaces the document, Education for Exceptional Students, which was issued in 1976. This handbook will assist trustees and administrators to implement new initiatives and to reassess established programs and services in special education. It brings together reference to legislation, regulations, policies and resources pertaining to the education of exceptional pupils in Ontario.

The Ministry of Education is currently receiving reaction to the draft form of this document. Appropriate changes will be made, based on this input. The final copy is expected to be available in October 1981 for release at the October conference. It is the ministry's intention to update this handbook annually. Consequently, field users will be encouraged to present ideas for the improvement of the document on an ongoing basis.

As promised, additional funding for special education has again been provided for 1981. The additional amount for this year relating to special education is \$27.5 million. Together with the \$8 million that was begun in 1980, which is \$8.8 million when expressed in 1981 dollars, the total for implementing special education programs for 1981 will be \$36.3 million additional.

Approximately \$35.5 million will be provided to school boards through general legislative grants, with the balance expended on direct special education services. This money is being distributed by the existing funding formula and is paying for the growth in service levels that the anticipation of Bill 82 has stimulated.

We will, however, be beginning an intensive review this summer of the entire system of funding special education. We have deliber-



ately delayed doing this until the planning information from the pilot boards became available. With this data, we feel that a sound empirically based system can be devised that will be fully responsive to the new needs. In the interim, we have moved to ensure that in 1981 the data on which the special education weighting factor is based will be placed on a more current basis to ensure that the delay between the inception of a program and the receipt of the funds it generates is reduced to a minimum.

As you know, various changes in regulations will be necessary to complement Bill 82. These were prepared in draft form and circulated to the field for comment over the winter. These comments have been received and analysed and the final version will be filed and gazetted within the next few days. These regulations, you will recall, deal with procedures for the identification, placement and review of exceptional pupils, with the establishment of regional tribunals and with planning and phase-in procedures.

Issues and Directions indicated that we would be proceeding with the responsibility legislation, which we have done. It also indicated that reviews in two other major program areas would be mounted, and these also are now in hand. The secondary education review project, an in-depth study of secondary education in Ontario, is well along with its task. It began in April 1980. I anticipate the final report by September 1981.

Mr. Duncan Green, the former director of education for the city of Toronto's board of education, is the project chairman. He has been assisted in his work by a small secretariat staff of four and by four committees. The 63 members of these committees include educators, students, business and labour officials, parents and others who are broadly representative of the Ontario public.

On May 4, 1981, the project released a discussion paper containing a set of preliminary recommendations. This was distributed widely throughout the province with an invitation to all interested citizens to submit written comments. I must say that it has aroused lively interest.

In February 1981, a policy discussion paper was released entitled, *Continuing Education: The Third System*. Since then, the ministry group co-ordinating this initiative has responded to 30 requests for presentations from professional groups, government committees and associations representing both lay people and educators. The paper was issued in both English and French.

4:10 p.m.

The ministry will receive response forms and briefs until September 1, 1981. All of those responses will then be analysed and a draft policy statement will be prepared for validation.

Although *Issues and Directions* placed strong emphasis on program issues and evaluation, it also proposed a number of important initiatives and reviews in the areas of governance and administration of our school systems. A particularly important proposal was that the role of the trustee, a key figure in the Ontario educational system, be reviewed. After discussion with representatives of the Ontario School Trustees' Council, a committee was formed to consider this topic and to prepare a public discussion paper.

The specific terms of reference of the committee were to address the role, powers and duties of the trustees; the feasibility of establishing school committees of trustees and parents with powers defined in legislation to share in the governance of individual schools; the qualifications of trustees, including the matter of conflict of interest; the remuneration of trustees; and any other matter that seemed to be related to this subject.

The committee consists of a trustee from each of the five trustee associations, plus the chairman of OSTC, three representatives from the major parent-teacher groups and three Ministry of Education officials. I am happy to say that the committee completed its work by May 31, and its discussion paper will be made available for public reaction as soon as printing can be completed. Public response is expected to be complete by October 31, after which the necessary action will be taken.

In another line of development, *Issues and Directions* indicated that the library serving the Ministry of Education and the Ministry of Colleges and Universities will be re-oriented to a planning and policy research support function and will evolve into a central information centre to provide access to all data sources.

In line with this commitment, the Ontario educational research information system—*Onteris*—education research data base was amalgamated with the library. The new information centre so formed was transferred to the management information systems branch as the first step in providing a central access point to all data sources. The information centre has initiated the development of a strategic planning collection and data base to facilitate planning and policy research.

Early initiatives in providing further services

to client groups include expanded access to the Onteris research, curriculum and other data bases and plans for providing complete access to Onteris to the entire educational community in Ontario and other jurisdictions. In connection with the government's freedom of information initiatives, the centre has opened a public reading room.

In related initiatives, the management information branch is systematically rewriting and upgrading the various computer-based information and administration systems in the Ministry of Education. The education programs division has continued to give high priority to projects that help in the transition from education to working life, many of which were alluded to in Issues and Directions.

The linkage program will continue to develop and expand over the next year. Through this program, the curriculum for selected trade courses offered in secondary schools is aligned with the in-school curriculum offered by colleges to support apprenticeships and other training programs. Both secondary students and taxpayers benefit from this highly co-ordinated program. The students are facilitated in their transition to further training and receive credit for the training they accomplish in secondary school. Overlaps in the training of individual students are minimized, keeping the associated costs to a minimum.

This program requires the co-ordinated efforts of technical people from secondary schools, colleges, industry and the Ministries of Education and Colleges and Universities. Their work thus far has been successful and is ensuring that all continuing developments focus on achieving maximum effectiveness from the program.

A curriculum committee has been set up to develop a guideline in life skills management for students in secondary schools, grades nine to 12. Discrete modules for study will address topics such as fitness, nutrition, parenting, resources management—money, time or talent—as well as aesthetics, ageing, career planning, entrepreneurialism, home maintenance, human relations, the law and problem-solving.

The committee will be assisted by resource persons from the community who have specialized knowledge and competence in particular modules. It is anticipated that a guideline draft, in both English and French, will be ready for validation this fall and for field testing during the 1982-83 school year. The ministry continues to give high priority to guidance services within our schools.

The availability of the student guidance information system was extended to 60,000 grades seven and eight students in northern Ontario schools in the fall of 1980 on a pilot project basis.

**Mr. McClellan:** Did you really say entrepreneurialism?

**Hon. Miss Stephenson:** I think entrepreneurial activity would be probably more appropriate.

**Mr. Grande:** It sounds like a euphemism.

**Hon. Miss Stephenson:** No, that is not a euphemism.

**Mr. McClellan:** Who writes this stuff?

**Hon. Miss Stephenson:** I think entrepreneurial activity is something which is entirely appropriate for Ontario students to have some knowledge of. You can have entrepreneurialism if you like.

The service to the 60,000 grades seven and eight students in northern Ontario schools was enthusiastically received by principals, teachers and students alike. SGIS will be extended to all grade seven and eight students in Ontario in the fall of 1981, thereby making available to 900,000 students a bilingual computerized guidance information system on a no-charge basis.

A new guidance resource document which is being developed to support the senior division guidance guideline has a 25-lesson program. It emphasizes career and job search preparation, the development of positive attitudes towards work, and how to make progress on the job. The teachers of this program will infuse into each unit an awareness of the importance to individuals and to society of young men and young women developing their full potential.

The work and employability skills program to be printed during this fiscal year contains four major themes: the meaning and realities of work; sources of career information; applying for the job; and things to know on the job.

Another program initiative is in the modern languages and heritage languages area. The moderns project actually deals with secondary school modern languages other than English and French. A large curriculum committee is restating the ministry guidelines with respect to specific languages such as Italian, German and Spanish. Sections on policy, techniques, culture and evaluation are being generalized in order to apply to all modern languages and should be helpful to teachers of heritage languages such as Hebrew, Ukrainian and Greek.

This guideline will suggest ways of respond-



ing to students' language proficiency as they move from the heritage language programs to modern language study at the secondary school level. In this connection, I might mention that the grant for heritage language programs has been increased in the estimates from \$22 per hour of instruction for 1980 to \$24.50 per hour for 1981, based on an average class size of 25 or more pupils.

I should point out that the curriculum development division is actively exploring a variety of new modes of curriculum development at the provincial level. These currently include the assignment of a contract project to a faculty of education, the use of contracted professional writers advised by teacher-educator committees and simultaneous, but separate, developments for English and French-language documents.

An inductive process is being used this year for the development of a moral and values education document for the use of primary and junior teachers. This approach has involved a very broad range of consultations and workshops with educational, religious and community groups as a basis for ascertaining a satisfactory position before writing takes place over this coming summer and fall.

Particularly important guideline development projects are under way in a number of areas. The senior division science guideline currently under development will detail courses in biology, chemistry, physics and applied science. The courses have been developed and are now in the refining process, with much discussion centering around core and optional requirements. The committee met for its last two development days in May, and a final document will be prepared for validation in the fall of this year.

Metric system international or SI resource documents are being prepared in geography and science to assist teachers in the proper application of SI metric to their intermediate and senior division courses in these subjects. These documents are to be validated in the fall of 1981 as well.

#### **4:20 p.m.**

In native peoples' education it is the intention of the ministry in this fiscal year to complete production of *People of Native Ancestry*, a curriculum guideline for the senior division. This production is being cost-shared again with the Department of Indian and Northern Affairs, as has been the arrangement for previous resource guides in this area.

A document on race, religion and culture in

Ontario school materials has been distributed to school board officials, faculties of education, publishers and producers of learning materials. The publication provides a frame of reference and suggestions for improving the quality and broadening the perspective of learning materials by helping authors and publishers to identify and to avoid racial, religious and cultural bias and prejudice. All evaluators of materials for inclusion in Circular 14 textbooks will receive a copy for their guidance. In addition, numerous community educational and multicultural groups have been assisted by receipt of copies.

Instruction in English as a second language continues to be a major activity in many schools as an important part of our collective efforts to help the transition of newcomers into full participation in Canadian life. In this connection, I am pleased to report that the funding adjustments for refugee settlement announced last year have been of great assistance to school boards. Ontario received almost 24,000 Indo-Chinese refugees during the special two years which ended in December 1980. This year we anticipate another 5,000 Indo-Chinese and an increase in refugees and normal immigration from other areas. Boards have greatly expanded their ESL programs, both in day school and in continuing education settings, and have done an admirable job of meeting the special needs of the refugees.

We continue to believe that student and teacher exchange programs, both interprovincially and internationally, are important educational activities. It is extremely important that as many students as possible have an opportunity of experiencing the growth in understanding that interchange with other communities and other cultures can generate. Teachers, too, can profit in this way and, in addition, can find in an exchange assignment a source of renewed professional growth and revitalization.

In interprovincial student exchange, we give substantial financial assistance to the bilingual exchange secretariat. Our own program of three-month student exchange with Quebec continues and now involves 150 students. There is a lively growth in our international program of three-month student exchanges. The West German agreement remains in force and continues at the level of 100 students. Exchange with France expanded from 28 in the pilot project last year to about 70 this year, and with Switzerland from 25 to 30. This year, for the first time, a pilot project will take place with Italy to involve about 20 students.



There continues to be an active interest in international teacher exchange as well as in interprovincial exchange. Within the latter program, matchings have been made with teachers from British Columbia, Alberta, Manitoba, Quebec and Nova Scotia. The numbers participating in this one-year, post-to-post exchange are expected to be more than double in 1981-82. For 1982-83, negotiations are under way to extend this exchange to the Northwest Territories, the Yukon, Saskatchewan and Prince Edward Island.

A relatively new dimension of activity in this sphere has been the negotiation of summer seminars for educators. Ontario will host 75 European educators at two-week summer seminars in 1981, and this is up 26 from 1980. The federal Department of External Affairs co-operates in financing these Canadian studies seminars. In addition, 25 Anglicists from France will again be offered a four-week course in Canadian studies and in teaching English as a second language. Ontario teachers will benefit reciprocally from summer seminars in the Netherlands, France, Switzerland, Italy and West Germany.

In March last year it was announced in the throne speech, and reiterated later in *Issues and Directions*, that the government would establish a crown corporation to ensure that Ontario companies would be in a strongly competitive situation in bidding on international development projects which involved an educational or training dimension. Last November the Ontario Educational Services Corporation was incorporated under the Business Corporations Act. In December it held its first meeting of the board of directors under its chairman Mr. Donald McGeachy of London, Ontario. A chief executive officer and a small staff have been appointed and the corporation is now in full operation.

The corporation, in conjunction with the Ministry of Industry and Tourism, has already completed a marketing mission to the Middle East in support of a private sector consulting group. This has resulted in much interest in several Arab countries, and various potential projects have been identified. A second mission is now in the Middle East to follow up on prospects previously identified.

A marketing mission to the Far East has resulted in prospects for various technical training and recruitment projects. Further missions are planned later this year to follow up on existing contacts and to search out new activities. The corporation is actively supplying

assistance in the way of proposal preparation and consulting support to private sector organizations seeking business in lesser developed countries.

Further support has been given in obtaining human resources to provide education services overseas, such as the training of instructors, and to assist in providing curriculum development. Proposals have been prepared and submitted for various prospects in the areas of technical training, either in Canada or in the home country, recruitment of educational specialists for work overseas, foreign school assessment and establishment of educational institutions. Further proposals will be developed during the year in these and other areas, both in the support of private sector assignments or jobs carried out directly by the corporation.

The corporation has met with many of the major funding organizations for projects in lesser developed countries in Canada, the United States and Europe to establish credentials. Significant contacts now exist with the Canadian International Development Agency, the Canadian Commercial Corporation, the World Bank and various bodies of the United Nations Organization such as the International Labour Organization.

A resource bank is being compiled to provide a ready list of potential suppliers of educational services. This includes the colleges of applied arts and technology, which are currently the major providers of technical expertise to the corporation and to its clients. The development of internal policies and procedures for the corporation is proceeding and should be fully completed this fiscal year.

Issues and Directions indicated that the ministry would be systematically redeveloping and upgrading its longer-range planning mechanisms. In closing, I would like to outline two futures-oriented topics with which we will be increasingly occupied.

We all recognize the need to conserve energy, both to assure future supplies and to control rapidly escalating costs. This year an amount of \$5 million is included in the general legislative grants as seed grants to fund projects initiated by school boards to make school buildings more energy-efficient.

Ministry approval of project costs this year will be in the fields of building and mechanical system controls, lighting and electrical system changes and ventilation system changes. The projects must demonstrate a pay-back period of not more than five years in order to be eligible

for funding. The cost of the approved projects will be included in the recognized extraordinary expenditure for grant purposes.

As part of the 10-point program designed to support crude oil self-sufficiency for Canada by 1990 announced by the Minister of Energy (Mr. Welch), an additional \$1 million will be made available in fiscal 1981 through the Ministry of Education to school boards. This Energy Ontario funding is to assist in converting schools from the use of oil to some other fuel such as gas or electricity.

These administrative measures must, of course, be complemented by educational measures. In co-operation with the Ministry of Energy, a whole new series of curriculum ideas for teachers at the primary and junior levels has been developed. The theme of the series is directly related to encouraging energy awareness and conservation through classroom activities. Four documents have been distributed to elementary schools, with others nearing completion. Several French-language versions of these documents are also expected to be ready for the coming school year.

There is no specific item in the Education estimates on my second futures-oriented topic, but I would like to say a word or two about microtechnology and specifically about computers in education because these electronic machines are affecting almost all aspects of education today and will do so increasingly in the future.

#### 4:30 p.m.

As members are aware, we have made increasing use of computers in the administration activities of government in the last few years. School boards and the Ministry of Education have used the large main frame computer here at Queen's Park for a long list of services, from ministry accounting to school timetabling on a remote job-entry basis for some schools. Expenditures on matters such as these are either included in normal direct operating expenses, or are on a cost-sharing arrangement with the school boards for services performed.

The use of computers for administrative and financial purposes is entering a new stage of development now. On May 25, it was announced that the next generation of mid-size computers is to be standardized and an educational computing network for Ontario established. Co-operating school boards will now be linked to the Queen's Park computer through the use of Vax II series computers, a decision which was arrived at after a rigorous and competitive screening process.

Not the least of the advantages of the new mid-size standardized computers in the network will be their capacity to handle some instructional, or at least instruction support programs. For example, the student guidance information service can be transferred from the Queen's Park computer to the new mid-size machines. This opens the possibility that terminals can be provided in order that students may work directly with the guidance program, rather than using the present system of filling in cards and receiving a computer print-out by mail some days later. The Ontario educational research information system can also be incorporated in the new mid-size computers, improving accessibility to teachers, researchers, administrators and trustees.

But the use of large computers has serious drawbacks, two of which are accessibility costs and uniformity. The costs of communication lines to link terminals to the big computers remain prohibitive when use by the 1,800,000 students in the schools is contemplated. Use on this scale must, however, be contemplated because it is now clear that one of the major goals that education must add to its list of purposes is computer literacy. The world of the near future requires that all of us have some understanding of the processes and the uses of computers.

Fortunately, the microcomputer has become readily available at reasonable prices. In a survey done by OISE staff in June 1980, 649 microcomputers were in use in Ontario schools and most of these were in classrooms for student use. It is our estimate now that there will be over 2,000 in the schools by September 1981. It is noteworthy that the microcomputer makes it possible to approach the goal of computer literacy much more quickly than by the slow advances made among a relatively few students using larger computers during the past 10 years. The teaching of computer science, computer technology, informatics and data processing is being affected rapidly by these small machines which cost, on average, somewhere between \$900 and \$2,000 each—close to the price of a fairly sophisticated typewriter.

All of these guidelines, as you might expect, are currently being revised. It is noteworthy, as well, that lockstep teaching, which is so antithetical to good education, in the elementary schools in particular, can be further reduced by using some of the programs already available for microcomputers.

It is particularly noteworthy in a time of fiscal

restraint that the schools and the Ministry of Education have moved so far and as fast as they have with no special inducements to adopt computers. It is our policy that the computer is a new and welcome technological device that can be adapted to educational uses and incorporated into the schools with no incentive grants needed at this time. Therefore, there are no specific items in the estimates being presented here today for computers.

There is one consequence of the use of computers as a learning tool by students that does require ministry expenditure, however. It is now apparent that the computer has the capacity to present large amounts of subject matter to a student. Until now, the basic method for conveying the content of education has been the textbook. Since 1889, each year has seen the issuance of Circular 14, a listing of approved books. There are over 2,200 books on the list this year, with 109 publishers competing for the learning material market within the schools. But the computer is in competition with the textbook in many ways. Furthermore, it competes with another kind of published material, the prepared work book, which the ministry does not list in Circular 14.

The technology, however, is as yet too new and too unsettled, and the available learning material for computers is as yet too diverse in both content and quality to have affected the textbook publishing industry seriously. However, publishers are taking initiatives in the production of software for computers and some materials are already beginning to appear on the market.

The ministry has established an advisory committee on computers in education with the central purpose of providing direction and establishing control in the electronic communication field similar to that which is exercised through Circular 14 in the area of textbooks, which has been so successful for both students and for publishers over the years. Pilot schools have been designated where committees of teachers, students and parents are attempting to establish criteria for evaluating electronic learning materials. They are at Cloyne, at Dundalk and in Ottawa in both English and French.

Distance education is being tried with the Lake Superior board at Manitouwadge, Marathon, Schreiber and Terrace Bay, where correspondence courses and television tapes are being programmed to help students and teachers who could not otherwise do some subjects because of very low enrolments. In this case,

grade 13 physics, grade 12 electronics and grade 10 life skills as a part of the work experience program are included.

The attempt to bring some order out of the chaotic state of computer compatibility is receiving the co-operation of boards, teachers and organizations of all kinds. Discussions have been held with the Ministry of Industry and Tourism and the Canadian Advanced Technology Association. In May, almost 1,000 teachers attended a conference at the Ontario Institute for Studies in Education organized by the Educational Computing Organization of Ontario. There is enthusiasm and vitality about the development of computers. I think it is significant that the computer industry is really now saying that after 40 years of the age of hardware the age of software is upon us all.

Some research is needed, some specific learning materials must be contracted, some expert advice must be employed and some initial expenses must be met before this new technology can be absorbed into the regular structures of education. But the potential returns to Ontario are truly enormous. Our capacity for industrial production can be supported by educational policies, as has been demonstrated by Circular 14 for many decades. Our ingenuity in creating learning materials for computers has already been demonstrated by graduates of the first computer courses in the schools from some 10 years ago.

The Ontario student needs Canadian learning materials, both print and electronic, and I believe that we can take on this new challenge. We can provide our students with good quality computer materials relevant to our curriculum and developed and delivered by Canadians. We can make a significant input on international markets if we continue to move steadily forward. Our work force will be one of the most computer-literate in the world if we can sustain the present rate of interest and growth within the schools.

Mr. Chairman, members of the committee, these are just a few points of interests that I felt you should be made aware of before these estimates are formally reviewed. There are, I am sure, many additional points which will be raised in discussion, and I look forward to another vigorous debate. Thank you.

**Mr. Chairman:** Thank you for your interesting introductory statement, Madam Minister. Following past procedures, I believe that the opposition critics lead off with a response or



comments on your introductory statements. I will ask Mr. Sweeney to lead off unless Mr. Grande has some objections to this procedure.

4:40 p.m.

**Mr. Grande:** I have no objections to the procedure, Mr. Chairman. I just want to find out from the minister whether there was any particular purpose—I am sure it probably was a slip—in leaving out union activities or labour activities.

**Hon. Miss Stephenson:** They are already in. As you are aware, in the social studies program, grades seven and eight, there is a very specific section related to the development of women's emancipation in the province of Ontario and to the growth and the role of labour unions. Did you not know that?

**Mr. Grande:** No, I did not.

**Hon. Miss Stephenson:** It is there.

**Mr. Sweeney:** Mr. Chairman, I was particularly pleased, Madam Minister, to hear the final section of your report, the one on computers. I had a number of questions to raise that I can probably reduce now because you have answered a number of them in that particular section by drawing attention to what you are doing and what some of the plans are. We will talk about that later, however.

**Hon. Miss Stephenson:** If I may interrupt, Mr. Chairman, Mr. Grande was shaking his head when I mentioned the names of the schools in which we have established some pilots in the computer project this year.

**Mr. Sweeney:** Marathon and those places.

**Hon. Miss Stephenson:** Marathon, Cloyne and Dundalk. The reason for that is that many of the large urban schools have the capacity to do this without pilot assistance from the ministry. We are really concerned about those kids who are educated outside of Toronto as well as those who are educated in Toronto.

**Mr. Sweeney:** I do not think the member for Lake Nipigon (Mr. Stokes) would object to Schreiber or Marathon being included.

It was fairly obvious in your report, Madam Minister, that you are heavily leaning on the Issues and Directions document, and with good reason. It is, as you pointed out yourself, a most comprehensive document. It does line up with some of the points that critics—I, among others—have made over the last number of years, that the ministry does not seem to be prepared to put down in black and white just exactly what its intentions are and some sense of

organization. I realize that you are still waiting for a feedback from that. I would compliment the minister and the ministry for the comprehensiveness of that particular document.

You made reference to the grants this year. I have to note once again, as we have in years past, the difference between the total amount of money that is available—new money—which is 9.6 per cent, and the individual ceilings which are 11.9 per cent. I suspect that some of that difference is probably due to declining enrolment. We might want to talk about the difference between those two figures later on.

I was also pleased to see that you have, as in the last couple of years, once again increased the grant formula for grades nine and 10 of the separate schools from, I think, 1.15 to 1.35.

**Hon. Miss Stephenson:** No, 1.135 to 1.15.

**Mr. Sweeney:** Whatever. As you well know, that still leaves a differential of \$403, I think, which is not significantly different from what it was last year. In other words, even though you increase the one percentage figure, the other one keeps getting farther and farther away from you.

**Hon. Miss Stephenson:** I am glad you are not teaching math.

**Mr. Sweeney:** The difference is \$403. I think that can be verified.

You referred very briefly to school closures. I had wondered if you had heard very recently from the Waterloo Public School Board about some of the public debates they have had in terms of school closures and the fact that trustees are—how shall I put it?—identifying others as not having the intestinal fortitude to make some decisions. That is something that is going to have to be looked at a little bit more seriously.

I notice also that you made reference to the sharing of facilities. I gather that very recently you were challenged on the fact that your promise—I do not know whether it was a promise or not, but whatever kind of a statement you made—to the students and the parents at Don Bosco in the Etobicoke area will not be fulfilled this year. Perhaps the minister could refer to that later on because I had a couple of phone calls and I am sure the minister's office has had as well.

It was my understanding the minister was going to persuade the public board in the Etobicoke area to part with one of its surplus high schools. Apparently, there was some indication that that had been agreed upon, but now

I gather the board is backing down and the minister does not appear to be prepared to use some of her authority in this area. I do not know all of the details and I would appreciate the minister's speaking to it later on when she gets an opportunity.

I was also pleased to hear that you had completed the translation of the Education Act into French. I knew that you were working on it, but I was unaware that it had been finished. That is appreciated and recognized as desirable.

I remember your reference to identifying French electors. The minister will be aware there were many of us who felt that procedure did, as you yourself indicated in your report, fall short of what was expected by the francophone population of this area as well as some other areas. It is to be hoped that before the next election takes place, particularly for municipal purposes, a better system will have been devised. The francophone population has suggested to you some of the things it would like to see done. Perhaps in your response you could indicate your plans are for the next election.

You made some reference to Penetanguishene. I would like you to expand very briefly on what is happening there. I have heard conflicting reports. Exactly what is in process, when will it be finished and what will the final result be in terms of the programs, service and facilities that will be offered? There seems to be some uncertainty among residents of Penetang over exactly how it is going to end up. Would you identify for us what is going to happen there.

You referred to the assessment instrument pool, and it came to my attention again when we were talking of computers later on. Is there an intention to have in the near future some kind of videotex hookup with the various schools for that particular pool?

The minister may remember that last year when this topic was discussed there was some reservation on the part of certain members of the opposition, myself included, that access to the pool might be such a cumbersome process for teachers that, notwithstanding its potential effectiveness, which I hope will be proved, fewer numbers of teachers will use it than could simply because of the process. Given that we are now moving into that area, I would hope something along the videotex line would be in the minister's plans over the next years.

I will bring up either in my opening statement or in questions later a number of the other areas you mentioned. However, I would like some information from you with reference to Bill 82.

You indicated that the final version of the regulations would be gazetted shortly; I think you said within the next two or three days. If that is the case, would it be possible for us to have copies of that? Did I misunderstand what you said?

**Hon. Miss Stephenson:** It will be 10 days.

**Mr. Sweeney:** It said two or three in the report.

**Hon. Miss Stephenson:** I said a few days, I think.

**Mr. Sweeney:** Are copies available at this time or are they still being printed?

**Hon. Miss Stephenson:** No, copies are not available at this moment.

**Mr. Sweeney:** Would it be possible for us to get them before the end of the estimates, which I understand will probably be next Tuesday?

**Hon. Miss Stephenson:** We will try.

**Mr. Sweeney:** If we cannot get the copy of the regulation itself, could we have some indication at the end of the estimates what the significant changes have been? I believe both critics have a copy of the original draft. It would help if we could be advised of the changes. The minister will recall there was some concern expressed during the debates on Bill 82 that the regulations would be of such a form that the legislation was likely to be implemented as it was intended to be implemented. We will talk about funding a little later on.

Perhaps I misunderstood it from the way it appears in your printed statement, but when you were talking about the secondary education review program you also brought up the question of the continuing education document, that green-covered one. Are we to understand—and this is not the way I took it—that there is a relationship between SERP and continuing education?

**Hon. Miss Stephenson:** No, there is not. Both those initiatives were mentioned in Issues and Directions. Both these specific activities were highlighted in Issues and Directions.

**Mr. Sweeney:** They are discrete activities?

**Hon. Miss Stephenson:** Yes.

4:50 p.m.

**Mr. Sweeney:** I guess that was a misunderstanding on my part. Thank you for a good overview as far as the report itself is concerned.

To begin my opening comments, I have first to draw attention to a significant number of major reports that have come into the Ontario

educational scene over the last year or year and half. Apart from Bill 82, it is probably the legislative activity of the ministry or activities of other sectors of the educational community which have drawn the most attention. I am referring to some of the things you mentioned, such as Issues and Directions, the Matthews Commission report on teacher negotiations and the secondary education review program report. I would add two others.

The first is a major report done by Dr. King of Queen's University and others on behalf of the Ontario Secondary School Teachers' Federation, which is entitled *Holding Power: A Study of Factors related to Student Retention in Ontario Secondary Schools*. It was prepared in two parts. Part I was reported in October 1980 and Part II in September 1980. The second report was authored by Laurier LaPierre and relates to the commission of inquiry into the education of the young child. It is titled, *To Nurture a Child*. This inquiry was held at the request of various teachers' federations.

I want to briefly touch on them because, along with Issues and Directions, they indicate to a great extent where education in Ontario is going over the next few years. The minister will probably note that this time around I am not going out of my way to be unduly critical; rather, it is my wish to draw attention to things I consider important. Perhaps we can talk about them in a constructive way. I do not expect the minister to answer the questions as I along. Perhaps someone would keep note of them so that the minister can answer them later. To what extent are we to see Issues and Directions as a series of recommendations or proposals to which the minister is totally committed and not just as a number of feelers? Are we to see that particular document as the totally projected intent of the ministry, recognizing that there will be feedback which may cause the ministry to change some of its proposals, as proposed to, "Let's put some of these out and see what kind of reaction we get?"

If it is the latter in some instances, I would like the minister to make the distinction. It is difficult when one is reading through the document—and I have read through it from cover to cover—to discern those you are totally serious about and those you may be trying on for size, if I can put it that way.

**Hon. Miss Stephenson:** May I answer that right now? Those marked by three stars are the ones we are concerned about having full public response to. Those that have only one star are in

process right now and the ones with two stars are on the road to being put in process. The purpose of printing it that way, as a matter of fact, was so that you can be aware of the directions we have been taking.

**Mr. Sweeney:** What I hear you saying is that as far as the minister and the ministry are concerned there is no doubt these are the kinds of things you would definitely like to see in place; that although you are open for reaction, this is what you plan to do if you do not get any strong opposition. Is that a reasonable way to understand this document?

**Hon. Miss Stephenson:** Those that are single-starred are already in process. Those are the directions which the ministry is already taking with the co-operation of and in consultation with all other sectors within the educational system. The doublestarred are those in which we have been involved and which we are in the process of initiating. They are on the road to being fully implemented.

Those which are triple-starred are specific concerns about directions in education for which we felt broader public consultation outside the ministry would be important and would provide us with assistance in moving in these new directions.

**Mr. Sweeney:** Let me refer to two things. I am looking right now at your remarks of November 20, 1980, to the York Board of Education. As near as I can tell from this paper, it dealt almost exclusively with Issues and Directions, although you touched on a couple of other points. You refer on page 10 to two areas, the first of which is the college of teachers.

It was clearly my understanding when that issue first came up and when I saw it here that the intent was a self-governance body. That is also the understanding of a number of teachers I have spoken to and some of the federation people as well. Yet this particular statement says, if I may just read one sentence, "This would be a body quite distinct from any of the existing federations and governed not just by teachers but by representatives of all those constituencies that have a stake in the health of public education."

I suggest that is significantly different from what I thought you meant by a college of teachers as a self-governance body like the medical and legal models and, in turn, is different from the teachers' understanding. One would get the impression here that it is not really self-governance at all. It is not a body by which



the teachers are going to control everything on that list of things you have put down very carefully, but an overriding body. If you are going to include other constituencies, I do not see how it can be self-governance.

**Hon. Miss Stephenson:** If you examine the models you have mentioned and the McRuer principles for self-governance, you will find that although the majority of members of the governing body of such an organization will be members of that profession, a significant number will be representatives of the public as well.

**Mr. Sweeney:** Frankly, I prefer this second model.

**Hon. Miss Stephenson:** That is what the model is.

**Mr. Sweeney:** You probably will recall that when this was first broached I indicated I felt there was a significant difference between self-governance groups for such professions as law and medicine and that for teachers; that teachers were significantly different. They are a professional group, yes, but the relationship with their clients is significantly different to that of other professionals.

Am I to understand that the teaching professions understand the model is to be the one we just talked about and that they agree with it because that is not my understanding, unless I am talking to different people than you are?

**Hon. Miss Stephenson:** I believe that a significant number of those currently within the executive organizational structure of the teachers' federation now understand that this is the model I am talking about. I could not say that a significant number of that group agree with it.

**Mr. Sweeney:** That highlights that point very clearly.

Let me move on to something else which, coincidentally, is on the same page and refers to supervisory officers. I cannot remember the exact reference, but among the proposals there is towards the end one whereby the ministry would relieve itself of the responsibility of overseeing various types of supervisory officers—I think you include principals and normal supervisory officers for boards—and turn that totally over to the school boards. The school boards would do the selection; they would determine whether or not a certain person fits the description of whom they want to do a particular job. That is what the report says.

Yet, in your reference to supervisory officers in your statement, you make the following observation: "Frankly, we are sceptical about

whether supervisory officers, in general, about their tasks in the most effective way, even at times whether they go about it at all."

I do not care what brand of English you use that pretty clearly says to me that you have serious concerns—and perhaps justifiably so—that the present selection and operational procedures for supervisory officers are not necessarily desirable ones. Therefore, I find it difficult for you on the one hand, to say that and then make a proposal in Issues and Directions that you think you should relieve yourself of any overview of what these people are doing and how they are selected.

5 p.m.

**Hon. Miss Stephenson:** If the teaching profession is an adult professional group, should it be sufficiently mature to make the decisions regarding the qualifications and the criteria that should be established for each of these roles? That was simply the question being proposed. You will notice, that is one of the three-starred thoughts within Issues and Directions.

When I was speaking to the York board, I was stating my own bias as a result of personal experience, and I really doubt whether at the present time the ministry can afford to absorb itself of all responsibility in that area. But is there a better way to do this? Is there a way in which program supervision within the school system can more effectively be carried out through some modification of the mechanism?

That is why we have Dr. Bob Thomas, seconded from the Simcoe county board at the present time. He is carefully examining the role of the supervisory officer and developing information that will provide the basis for a fair, intensive examination of the role of the supervisory officer and the entire administrative structure. You do not want me to be provocative any time, do you?

**Mr. Sweeney:** Not at all. My original question was to try and understand what the intent was here when I read something like this.

**Hon. Miss Stephenson:** Well, you are right. Some of those three-starred ones are real thoughts that have been projected with sufficient frequency by people knowledgeable about the system that we really had to take a careful and critical look at that portion of the educational system. We simply came up with some ideas about the way in which that portion of the system might be modified or structured to improve the system.

That is not the definitive, final recommendation.

on included in that three-starred paragraph of issues and Directions any more than the preliminary recommendations of the SERP group are the final recommendations that will be made in their final report in September. They are designed to make people think, I hope.

**Mr. Sweeney:** On page two of Issues and Directions there is what you referred to as the image of the learner. This was touched on briefly last year in your long detailed opening statement. Quite frankly, I question just how realistic this is—idealistic, yes. I think somewhere in there you even use the word “potential.” I am not quite sure just how far into the future the potential goes. Whether we are talking of robotics at some future time—those kinds of learners as opposed to human learners—I am just not really sure.

In the meantime, this is one area in which I have had considerable feedback from classroom teachers in particular, that this image is not realistic at all. I raise it only because the wording itself is something to the effect that our goals are predicated on the fact that—here it is here—“the very goals of education flow from the image of the learner.” I am wondering just how realistic in your own mind is that image of the learner.

There are a considerable number of students in our schools for all kinds of reasons. You know them as well as I do in terms of motivation and deprivation and social problems all the way down the line. I think you would have to concur that it is not likely we are going to change all of these things in the relatively near future. They are going to be with us for a long time.

**Hon. Miss Stephenson:** Not all of them, no.

**Mr. Sweeney:** We are not going to change them all, okay. The point remains, though, that if the goals in here are predicated on that image of the learner and a significant number of teachers in our schools do not see that kind of a learner in front of them and are not likely to see that kind of a learner in front of them in large numbers over the near future, then how significant are those goals?

**Hon. Miss Stephenson:** You have obviously read the entire section related to the goals and objectives of the educational system in Ontario.

**Mr. Sweeney:** I read it last year and I read it again this year.

**Hon. Miss Stephenson:** Several of the questions that are specifically raised in Issues and Directions are questions related to the appropriateness of those goals as they have been

defined within the Education Act and within policies of the Ministry of Education over many years. In actual fact, those goals and objectives were drawn from documentation developed by the ministry from the Education Act. A number of them were in separate areas and were brought together and put into a list.

That is one of the questions we are asking. These are the goals which have been defined within education Ontario for some time. Are they the appropriate goals or are there modifications that should be made?

You are telling me that in your conversations with teachers they believe there are modifications that should be made. Do they believe that because they have a jaundiced view of the children who happen to be in front of them, or do they believe that there is an ideal towards which they should be striving in terms of the delivery of educational programs on the basis of the child-centred learning concept?

**Mr. Sweeney:** I certainly do not get the impression that teachers would not wish that it were so, that they have children in front of them who, to use the description in here, are self-motivated and self-directed problem solvers, and that they have children who are methodical thinkers, capable of inquiry, analysis and synthesis. As a former teacher, I would love to teach a class of kids like that. That is what we would rather see, but the reality is not there.

**Hon. Miss Stephenson:** We are not saying that all of the children fit into that mould. What we are saying is that surely the educational system should be designed to help children move into that pattern, rather than being little packages of plastic into which you stuff material constantly.

**Mr. Sweeney:** Surely you appreciate that if you are going to hand that to a classroom teacher and tell him we have this image of the learner and from that flows the goals of education and from that will flow a number of ministerial initiatives in terms of curriculum, in terms of policy, in terms of legislation; if you go to back to number one, from which everything else flows, you have something unrealistic and you put the whole operation, in my judgement, in jeopardy. That is my concern.

What I think we need to do is clearly state that, yes, this is desirable, these are the kind of students we would like to have and here are certain things that we perhaps should be doing in our schools to work towards the point where the majority of our students would be these kinds of learners. On the other hand, the reality

is that these are the kinds of students we are facing right now and these are some of the things we are going to have to do to recognize that reality.

I have a fear of going back and repeating some of the mistakes we made in Living and Learning. There is an awful fear among the teachers of this province and those parents who are intuitive enough to make the connection about this kind of approach about how a sense of idealism and a lack of reality could create unnecessary obstacles in the progress of many of the good things that are in here.

I am not trying to be provocative. I am just trying to make some suggestions.

**5:10 p.m.**

**Hon. Miss Stephenson:** It seems to me you have a very pedestrian and prosaic view of what the educational process should be for young people. You are seeing it, as any practitioner would, from the day-to-day problem of delivering current educational programs.

**Mr. Sweeney:** I also see it as a parent.

**Hon. Miss Stephenson:** Surely we should not be limited by what we see in front of us under a day-to-day circumstance. We should be able to look beyond that.

**Mr. Sweeney:** I would like to think that I am every bit as optimistic and as hopeful, and have a vision, as you and your officials. At the same time, I have seen over a long number of years of being involved in education these kinds of idealistic approaches going down because they are not based on more reality. The teachers in our schools, more particularly than any other group in society right now, have been through it so many times that they are going to react. Quite frankly, I would predict that in significant numbers they may reject if they do not get some sense of a more realistic understanding of what they are facing on a daily basis right now as a result of children with social problems coming into their classroom over whom they have relatively little control.

We are almost asking them to pretend that is not so and to pretend instead—

**Hon. Miss Stephenson:** Oh, no.

**Mr. Sweeney:**—that there is a different kind of child there and treat him or her in the different way. That is my concern.

**Hon. Miss Stephenson:** No, I disagree with you. I think the problem of the individual child is certainly one which the teacher must face and, unfortunately, in some instances perhaps

does not have sufficient support to face appropriately. But I am not at all sure that should so colour the view of the entire group on behalf of which the teacher is attempting function, or to serve, that they cannot move beyond that mundane, current problem, which will occur daily no matter how sophisticated society becomes.

**Mr. Sweeney:** Okay. I have put my concern on record. Let us leave it at that and perhaps can come back at it from another direction.

**Hon. Miss Stephenson:** May I just say I would like you to modify your statement about Living and Learning, because I am not sure that all that flowed from Living and Learning was bad. That was the impression you left.

**Mr. Sweeney:** Excuse me, check the record carefully. I said "some" twice. I went back and said it a second time and verbally underlined it deliberately so, for the very reason you just gave.

**Hon. Miss Stephenson:** Okay. All right.

**Mr. Sweeney:** I agree that not everything was bad—

**Hon. Miss Stephenson:** No.

**Mr. Sweeney:**—but there were certain bases upon which it was predicated that were not realistic and that is why a lot of the good things did not happen, quite frankly. Maybe, having been through so many of those cycles, I am just saying do not make the same mistake again.

**Hon. Miss Stephenson:** I guess I am counting on the professionalism of teachers.

**Mr. Sweeney:** Madam Minister, let it lie.

**Hon. Miss Stephenson:** Okay.

**Ms. Fish:** Mr. Chairman, I appreciate that this discussion is primarily in Mr. Sweeney's court and part of his response in an official way, but frankly I found the exchange of the last few minutes to be a bit beyond my comprehension. I do not know whether I am the slow learner of the committee here who is perhaps being referenced or whether I am new to Issues and Directions, but would it be possible for Mr. Sweeney to take a question now, for clarification only?

**Mr. Chairman:** Our meetings have been quite flexible, I believe, if Mr. Sweeney has no objection.

**Mr. Sweeney:** I have no objection. But I think in all fairness you may have recognized I am bringing to bear in this discussion reference from a number of other situations, which are not



specifically spelled out here. Secondly, if you have not been involved with this thing over a period of time, it is very likely that it would be confusing.

**Mr. Chairman:** Are we continuing in the form of a dialogue, or would you continue with some of your questioning? I do not want this to develop into an exchange now between the members of the committee.

**Ms. Fish:** I was only going to ask a simple question for clarification so I could perhaps better understand the exchange.

**Mr. Chairman:** To the minister or to Mr. Sweeney?

**Ms. Fish:** To Mr. Sweeney.

**Mr. Chairman:** I am sure he does not mind a question of clarification from Ms. Fish. You may have confused some members of the committee.

**Mr. Sweeney:** I am sorry.

**Ms. Fish:** He certainly confused me. I am a slow learner, being referenced here on page three.

I was looking at the bottom of page two through, more or less, the first half of page three of *Issues and Directions*, which I believe you were quoting from when you were speaking to the image—

**Mr. Sweeney:** Yes.

**Ms. Fish:** —and I found references not only to the ideal—on the bottom of page two—"self-motivated, self-directed problem solver," et cetera, which I agree sounds pretty good—I am sure that was me—but also it makes reference, on page three, to the learning disabilities; and speaks to the model as applying to all learners potentially.

My question really is whether your reference about concerns or problems that teachers face in the classroom when they are looking at the ideal the ministry is setting out is related to children with learning disabilities or is related to some other aspect or facet of the child that is somehow not included in what appear to me to be the fairly general and sweeping definitions provided on page three, of students that might perhaps currently fall somewhat short of the ideal image. If you are talking about something else, perhaps you could be a little bit more precise by giving some illustrations or examples, so that I for one might understand what you are really referring to.

**Mr. Sweeney:** I guess what I was trying to say is that any teacher who has been in front of a

classroom for any period of time would recognize there are a significant number of students there who are not self-motivated, who are not self-directed, who do not reveal the methodical thinker, capable of inquiry, analysis and synthesis.

In other words, that is not a realistic description of the bulk of the students sitting in the classrooms in front of teachers today. That was the point I was making.

There are a number of reasons why that is not so. Many of them are social and beyond the pale of the classroom. Many of them will never become so because the students come from social backgrounds that do not initiate them into that way of viewing education; they are simply sitting there, waiting until the time they can get out. Some of them are doing so because of social deprivation; they are simply not capable of doing this. Others are because of influences of television or influences of the peer group or influences of such things as drugs or alcohol. The list goes on and on and on.

Quite frankly—and the minister can certainly challenge me on this—I would say there are fewer than 25 per cent of the students in most classrooms who would fit that overall kind of description. Those are our better students, who have that type of approach to education. That is a very personal observation and I cannot support that with any statistics.

I was not referring to children with specific learning disabilities, because we are dealing with those in another way. It is recognized that those children are incapable of some of these things, at least in the overview way, for very recognizable and particular reasons.

**Ms. Fish:** As I said, just a final question for clarification.

At the bottom of the second paragraph on page two, the last sentence, "Thus, the very goals—

**Mr. Grande:** Mr. Chairman, I think the estimates are just going down the drain. Let us have the leadoffs and then we can ask all kinds of questions of the minister—

**Mr. Chairman:** That is precisely what I was going to suggest. Thank you, Mr. Grande.

**Mr. Grande:** I think the interchange is useful, but I think the interchange ought to come at a different time.

**Ms. Fish:** Mr. Chairman, on a point of order; if we are permitting an exchange that is by way of dialogue and clarification between the minister who is before the committee and one

member of the committee who happens to be a critic—and we have done so repeatedly in the other estimates—I think it is reasonable for purposes of understanding the point being made to permit a question to come from another member of the committee.

Otherwise I would put to you, are you proposing to proceed in the direction of a series of single-dimensional dialogues in this committee? That would not permit other members who happen not to be critics, which would include all government members on this committee, from entering in the discussion for purposes of clarification so we can understand the questions put, the points made and the answers; not for purposes of debate.

**Mr. Chairman:** If I could simply comment that—

5:20 p.m.

**Mr. Grande:** On a point of order, Mr. Chairman, if I may. I think that perhaps we should get an understanding of how estimates function. It is traditional that there is a leadoff speaker from the Liberal Party or the opposition in the Legislature and then the other party. Once the leadoff is complete the minister responds and then everyone can ask questions. That is traditionally the way it has been done.

No one is trying to say you cannot ask questions; certainly not, it is open. However, there is—

**Mr. Chairman:** In your absence, Mr. Grande, there was some confusion as to a statement that was made by Mr. Sweeney and Mr. Sweeney agreed to clarify that statement.

Perhaps we could proceed, Ms. Fish, with Mr. Sweeney's comments and then ask the NDP critic to make his response. If you have any further questions—

**Ms. Fish:** I am prepared, Mr. Chairman, to abide by your ruling so long as there is no further exchange of questions and dialogue until the matter is open to all members. I think if you are proposing to continue the pattern you have already established in this committee of questions and dialogue that excludes some members that would be inappropriate.

**Mr. Chairman:** No, I certainly do not want to exclude anyone but we have an informal approach to our committee meetings and sometimes it becomes a dialogue between the official critic and the minister. We certainly have been flexible in the past, I am sure.

If Mr. Sweeney could proceed and if there are further clarifications required maybe you could

make a note of them and raise them later on. For the sake of speeding up the process, Mr. Sweeney, could you continue?

**Hon. Miss Stephenson:** I promise not to interject.

**Mr. Sweeney:** Mr. Chairman and Madam Minister, I just have two other very short references to Issues and Directions at this point.

Under proposal 5.3.3 there is a reference to new legislative initiatives. The particular reference is, "The minister proposes to announce a plan to promote dialogue about proposed change in the current act, which will lead to legislative amendments being introduced in the 1980 fall session of the Legislature."

I do not recall those being introduced in the fall session. I can only assume that the minister intends to introduce them in either the spring session of 1981 or the fall session of 1981. I would like some indication from the minister—and it does not have to be now, Madam Minister, I would say that for the third time—as to just exactly what the reference is there and what the minister does intend to do.

On proposal 5.13.1, the third subpart of that particular proposal, there is a reference there to parents having some legislated power—if I am reading it correctly—to share in the governance of individual schools. My understanding of that would be—and this is where I would like some clarification again—is that it would be like a mini school board attached to each school in which the parents would actually have decision-making power, perhaps over such things as the selection of staff and the curriculum involved in that school, perhaps even the choice of principal.

We know there are some schools right here in the city of Toronto where that kind of authority has been given by the board under certain circumstances. I am wondering if you are planning on making that a province-wide legislated allowance in terms of parents themselves. Perhaps the minister could refer to it.

Finally, with respect to Issues and Directions, when the document itself was released there was a memo from Mr. Penny from your staff, indicating that a strategic planning group had been formed. I gather the purpose of that group is, if I understood it correctly, to look over the next couple of decades at the ways in which this would be implemented. I would like a little bit more description as to just exactly what that strategic planning group would consist of, how they are going to operate and what you expect to flow from it.

With that for the moment, Madam Minister, I will leave Issues and Directions.

I want to move on to SERP, the secondary education review project. I understand, as the minister has clearly said, that the document we now have in front of us, the four-page, tabloid type document, is a discussion paper. However, I want to raise a couple of issues with the minister with respect to what the understanding might be within that.

First of all I want to say I was relatively pleased with the SERP report, although there are relatively few really new or dramatic initiatives in it. As a matter of fact, it is, to a large extent, a reflection of many of the things that are being done now, or were in the process of being done, or perhaps would have been done anyway.

I think it is clear to understand that it is not really a radical or revolutionary document. Given what the secondary school teachers in the province have been through over the last decade, perhaps it is just as well at this stage that it is not that radical. However, there are a couple of points in it that need some further clarification.

The first one is the recommendation that we move to what I would have to call quarter credits, rather than full credits. That is one part of the whole statement I have some difficulty accepting. It seems to me that it is simply going to unnecessarily complicate the whole business.

I have discussed it with a number of people. I have thought it over myself, and I would have to say, Madam Minister—and of course it will depend upon the feedback you get—but I would certainly ask you to view that particular recommendation very carefully.

I have to wonder why we are not just dealing with eight credits a year for four years. It would seem to be so much simpler a way to do it; that within a particular school—as many schools do now and there is authority to do so—they can break credits down into halves. I do not think you can go farther than that, but if you want them to go to thirds and quarters, fine, allow them the possibility of doing so.

Making this the standard transcript procedure will be very confusing. I would only ask the minister to check with her other ministry, the Ministry of Colleges and Universities, and understand how difficult it is with the American system of credit hours. It is extremely confusing, particularly in the Canadian context, and I have to question its purpose.

It is one aspect of the whole report that I do not think is a positive move. It just does not seem to be necessary at all and I wonder why it is

in there. I fully appreciate that that is not the minister's proposal, but perhaps she could speak to her own opinions about that particular issue and maybe what her own staff is thinking about at this point in time—also recognizing that it is a discussion, it is not a final recommendation.

In your absence about two or three weeks ago, Madam Minister, I raised in the Legislature a reference to proposal 56 or 57—something in that area—with reference to the school-business-industrial liaison. If I remember correctly, the wording in there is something about the school must ensure—it is on the third page near the bottom lefthand corner.

No, it is the equivalent of page five of this, number 56.

**Mr. Chairman:** If you want copies of the SERP discussion papers—I believe every member of the Legislature did receive a copy—there are copies. They are being distributed, Mr. Gillies.

**Mr. Sweeney:** The questions I raised, Madam Minister, were to your two colleagues, the Minister of Industry and Tourism (Mr. Grossman) and the Minister of Labour (Mr. Elgie). As I read number six, there are very clear and definitive words in there, if I may draw your attention to them.

It says: "The school boards be required"—and "required" is a very precise word—"to establish procedures that would ensure"—there are no maybes about those two words—"the participation of employers and labour representatives in the development of the work place. . ." and so on and so forth.

The point I was trying to elicit from your two colleagues was the extent to which they, being involved in the labour area and in the industrial area, were prepared to commit themselves to ensure and to require at the other end, the other side, that this sort of liaison would happen.

5:30 p.m.

I clearly got the impression that either they did not fully understand this—maybe it has not yet been brought to their attention—or understanding it, were not prepared to make that kind of requirement, were not prepared to ensure it would happen. I would only ask the minister to comment later on the extent to which she agrees there would have to be some kind of mandate on the other side in order to require the school to ensure it.

I do not see how 56 is possible, and I draw attention to 56 because I think it is one of the



central planks in this whole SERP report. It speaks very much to the issue we brought up on so many occasions.

As a matter of fact, one of the issues that prompted the SERP report in the first place was whether or not students in the secondary school were learning those kinds of things, having the kind of career and job preparation that the public, the parents and the students themselves, as well as their potential employers, expected. This is a central recommendation in the report and I am drawing attention to it. I would have to say that for it to work there has to be a mandate on the other side. I would ask the minister to comment on that as well.

In sections 98 through to 101, I want to—

**Hon. Miss Stephenson:** Do you want recommendations?

**Mr. Sweeney:** Yes, recommendations; excuse me. I want to go on record as strongly supporting and approving that, Madam Minister. I am sure that does not come as any great surprise to you, considering my education experience background.

**Hon. Miss Stephenson:** No, not at all.

**Mr. Sweeney:** I think that for an awful long time we have gone through a charade in this province in pretending that grade nine and 10 students in the separate schools were in elementary school when they were, for all practical purposes other than for grant purposes, secondary school students.

I also want to go on record as recognizing that the following two recommendations, 100 and 101, must be part of that—that facilities must be shared, with their present facilities problems.

One of the things that concerns me—and I believe that one of the teachers' federations, probably OSSTF, has brought it to your attention—is that this particular document—and that is all we have to go on at the moment; we do not have the final report—seems to indicate a fairly heavy reliance on opinion poll techniques. There does not seem to be any evidence in here—at least I cannot find any—of what I would call hard research associated with some of these recommendations.

I would ask the minister to indicate whether that is really so, whether the bulk of the recommendations rest on what people expressed as opinion, as opposed to hard research, or whether there was any, what it was and to which of these particular recommendations it referred.

Quite obviously, the one issue in the report that has gained the most public attention—and

in some cases, we might even go so far as to say notoriety—is the grade 13 issue. I would like some indication from the minister as to what her own thoughts are there.

I take very clear cognizance of the fact that the minister has said publicly on a number of occasions that this does not say that grade 13 is going to be lopped off, that we are talking of reorganization. Perhaps we should spend a little time talking about that.

I also know that the minister has expressed some qualms about being too definitive at this particular stage. I think we can have a bit of a discussion on it anyway.

**Mr. Grande:** Didn't Stuart Smith change his mind as well?

**Mr. Sweeney:** I am not sure what the critic for the NDP is referring to.

**Mr. Grande:** I thought that maybe Stuart Smith changed his mind as well.

**Mr. Sweeney:** But which one do you mean?

**Mr. Grande:** About the elimination of grade 13.

**Mr. Sweeney:** It is clearly not the place for a partisan reaction, Mr. Chairman.

**Mr. Chairman:** Proceed, Mr. Sweeney.

**Mr. Grande:** Sure it is.

**Mr. Sweeney:** One comes so quickly to the tongue.

The issue of apprenticeship following grade 10 does not appear to have been dealt with in this report in a way in which I would like to have seen it. Regardless of what is said in this report, I would ask the minister what she has in mind with respect to apprenticeship after grade 10.

It is an issue we have talked about a number of times. The minister has said she is looking into it, that various ministries of government are looking at it. I know the linkage program is a foot in the door, but clearly what I am referring to is a much more defined program of apprenticeship after grade 10. It is one of the areas in which there is a lot of reaction outside this Legislature.

Let me move on to Bill 82, over which we spent a considerable amount of time last fall. As I am sure you recognize, I have had an opportunity to think about what we did and to speak to a number of people about what we did and to hear reactions. As soon as anyone finds out that somehow or another you were involved in that, the reactions come pretty quickly.

The minister is probably aware that right now parents, teachers and school board personnel—as

a matter of fact, even some school board chairmen—are speaking out rather forcefully in negative terms about Bill 82. I think there have to be clearer statements coming from the ministry.

I have heard some of the things the ministry said. Quite frankly, I think that what parents and teachers and school board trustees are saying is not necessarily valid, but the fact they are saying it would indicate they misunderstand or, once again, have a question of credibility in terms of what the minister has in mind.

The one that comes most quickly is that there may not be sufficient funds and that this is going to be one more of those ministry initiatives that sounds great and is going to get off the ground, and then the boards are going to be left holding the bag. I am sure the minister herself has heard that from some outspoken board chairmen and from some of the teacher federations.

**Hon. Miss Stephenson:** I just wish that someone would give me an example of one of those situations in the last five years.

**Mr. Sweeney:** I am just drawing it to the minister's attention.

**Hon. Miss Stephenson:** Just one.

**Mr. Sweeney:** In my judgement, Bill 82 was a significant piece of legislation and I certainly am one member of this Legislature who wants to see it succeed. Quite frankly, I do not like to hear the kinds of things I am hearing.

One of the ways in which that is expressed—and it has been expressed by a number of parent groups in particular—is that the regular students—and, of course, there are all kinds of other words they use in place of the word “regular”—are going to suffer as a result of this; that there is going to be a transfer of funds from the normal programs in order to carry out the directions of Bill 82; that regular classrooms are going to suffer. There needs to be some clear statements made—the fact that that is not happening, that it should not happen and that certainly is not the intent.

We discussed a third area during Bill 82 and I think there is still some justification for this concern and the considerable discussion about it. This is what appears to be the lack of effective teacher-training programs available. People are talking in terms of the programs themselves; the quality of those programs; the number of those programs; the number of teachers who are going to be able to avail themselves of those programs; who is going to

pay for that training; all of these kinds of things. That is one I still have serious reservations about.

I would be open to hear more from you or from one of your staff as to exactly what is in place, because 1985 is going to roll around very quickly. The massive number of teachers we have in the province, the involvement of a much greater number of teachers in special education and the involvement to a limited extent of every single classroom teacher in special education under Bill 82 would seem to indicate there is a big hole in this area. I would ask the minister to comment on that.

Finally, I am getting some reaction about the guidelines for early identification. There still seems to be some concern, among parents and teachers in particular, as to exactly how this is going to be carried out; what guidelines will be coming from the ministry; what materials are going to be available to them; how the findings are going to be interpreted; the way in which they may effect this whole question of labelling and improper findings that could affect a student negatively at some later date. So I would ask the minister to please comment on that. What exactly are you doing in this whole area of early identification?

**5:40 p.m.**

I am aware that there are relatively few school boards in the province which have personnel on staff who are skilled to deal with early identification. As a matter of fact, I have heard of a couple of school boards very recently who are hiring people to be—I guess all I can call them is consultants in the whole early identification field.

The particular credentials they are asking of these people are questionable in terms of who has got what. What precisely do you need to do this kind of job? Where are you supposed to have obtained this kind of background? Since this is, once again, one of the core aspects of the implementation of Bill 82 it is something of which we have to have a little bit more understanding.

Let me move on to the Matthews report. Once again, I am sure the minister recognizes that the central theme of that whole report is the question of teacher strikes. I would draw to the minister's attention that the situation does not seem to be getting any better. We are still having strikes that are lasting a long time. We are still having strikes that are occurring, for the students, at very awkward times of the year.

I need not remind the minister of the reaction

we had with the Sudbury strike a year ago, coming so late in the year. To the best of my knowledge—and I stand to be corrected, Madam Minister, if you have information otherwise—very little was done to assist students to catch up. I know the minister made a very strong plea—and as a matter of fact I understood at one time the minister was literally issuing an order, a directive—that the board and the teachers were to do something to help students catch up.

To my understanding it simply was not done; certainly not the extent I understood the minister required it to be done. We are facing another strike in Leeds county right now and it looks as if—and once again, only time will tell—this may be the first strike in Ontario that will span two school years. Whether that will actually happen I do not know, but for purposes of the negotiations that are going on now, taking into consideration the distance that the two parties are apart, the determination of both sides to “win their point,” it would look as if this is actually going through.

The Matthews report has been out now almost a year and I have not yet heard anything from the minister as to exactly what she is going to do with the recommendations. I am not even sure what the ministry is doing with them at this time. I would certainly like to know what your plans are.

If the minister accepts one of the central recommendations that strikes are going to be allowed to be continued—and I get the public impression that is the ministry's position—then I am wondering if you are going to put any kind of limitations on them.

Are you going to put limitations on time lines for the negotiations themselves? The minister well knows that was certainly the intent in the original Bill 100, that negotiations were not to go on for 16, 17, 18 months, as some of them do now and which often lead to a strike.

Are you going to put any limitations on when strikes can occur? For example, at the beginning of a school year as opposed to the end of a school year? Are we going to genuinely take into consideration the impact these strikes are having on students?

I would draw to the minister's attention, and I believe I have said this to the minister before, that the student reaction to the strikes in Bruce and in Sudbury were really very dramatic. Students in the Bruce area were saying very publicly—and I think I sent the minister a copy of a news report—that they felt they were just being used as pawns.

Students in Sudbury wrote to me, and I am sure they must have written to the minister as well, saying that by the end of the school year as far as they were concerned their graduation certificates were not worth the paper they were printed on.

This is really a very telling type of statement coming from the students themselves. The minister knows as well as I the very serious consequences—the significant number of students who dropped out of school, the number of students who had a much more difficult year the next time around—and it just seems to be ongoing.

So, Madam Minister, what I am saying is that we need to know what your intentions are with respect to the Matthews report and if you are going to continue with the strike process for the government's political reasons—and I appreciate it is a political decision as well. Can you give us any indication as to what limitations, if any, you propose to put on any aspect of it?

The report on holding powers, Madam Minister, I fully appreciate is not a ministerial report and I fully appreciate the minister cannot, in any way, be held responsible for it, but I think you will agree that it was a significant report.

**Hon. Miss Stephenson:** It was the King report on student retention. Holding Power is the title.

**Mr. Sweeney:** That is the title of it.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** I am always using the wrong title, so I figured this time I had better use the right one. I think that is what it is called.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** Yes, Holding Power. That is right.

Anyway, I think it is significant from a number of points of view. First of all, because it speaks to a very critical issue in the secondary schools of the province, one which I also appreciate initiated the report on the secondary education review project, the significant number of students at the secondary level who are not continuing to at least grade 12 graduation. I believe the average figure across the province now is somewhere in the range of 40 per cent. If there are more current figures, I would appreciate hearing them.

Regardless of the accuracy of that particular figure, it is certainly somewhere in that particular range and I know the overall range is somewhere between 28 or 29 up to 50-something. But anyway, it is still a serious problem. It is one we have to look at.



I think that the Ontario Secondary School Teachers' Federation and Dr. King from Queen's University should certainly be complimented on the work they have done in a very extensive and very fine study. I only want to make reference to one section of that study and that is the findings with respect to student achievement. The minister will appreciate this is an issue, once again, that I have brought up in the past.

Let me just read one sentence. To put the minister in context, this is the part of the study known as "Implications," and there were a number of them—about four or five implications were listed. I am just looking at one under the heading of "Student Achievement." The statement is, "The variations in academic expectations held by teachers for students within and across schools is so pronounced that they must clearly affect equality of educational opportunity."

Further down, another sentence is, "The near random application of standards, particularly in general level courses"—and this is the significant part—"means that the school a student attends could inhibit or enhance his educational progress."

If I can make one more reference, "There is firm evidence, both in this and our previous studies, that high failure rates are more related to variations in teacher expectations than in student ability." Finally, "High failure rates inhibit student progress through school and increase the occurrence of students dropping out."

The reason I wanted to draw attention to that one is that it bears remarkable resemblance to a similar statement in the Interface report. The minister might remember, and I cannot quote the exact expression—something to the effect that the difference in expectations from jurisdiction to jurisdiction across the province, and frequently from school to school within a jurisdiction, is so great, and the evaluation procedures, testing procedures, from jurisdiction to jurisdiction and from school to school within a jurisdiction are often so great as to determine whether or not a student can or cannot get into certain limited-enrolment courses.

What this clearly indicates to me—I am sure you are thinking of a broken record because it is a point I have brought up every single year—is the need for some kind of norming, some kind of standards whereby teachers and students and

parents and employers will have a better fix on a level of expectation, so the students in our schools are not suffering in this way.

**5:50 p.m.**

The Interface report said kids were actually being hindered, were being prevented from taking courses, not because they did not have the ability, or not because they had lesser ability than someone else who got in, but simply because of the way in which decisions were made within individual schools. This report says something very similar. It says that students are dropping out of school for some of those same reasons.

The minister has indicated on a number of occasions—I concurred with her then; I will concur with her again if she repeats it—that there are a number of nonschool reasons why students drop out. I accept that premise. We are probably never going to reach a point where 100 per cent of the students who start in grade nine will successfully graduate in grade 12. Once again, that would be one of the ideals I would like to see in this educational jurisdiction, as I am sure anyone would.

Some of those things we cannot control; it is just not within our ability to do so. They are social, they are parental, they are economic, whatever they might be. But here is an example of some things we can control and I think that is what this report speaks to. It says here are some of the things you can actually do.

At a point later on in the concluding statement: "Nevertheless, despite the difficulty of the analysis, some patterns did emerge which had policy implications. For example, higher failure rates in core classes in lower holding schools; particularly high failure rates in general level courses in most schools; more general level student participation in extracurricular activities in high holding schools; and finally, general level course class size and school size."

What I think is significant about this report is that it is identifying some areas where we could do something. For that reason I particularly draw this to the minister's attention and would ask her to make some reaction, indicate the degree to which she is familiar with the report, understands and either accepts or rejects the recommendations and what in fact she may be planning to do about it.

The final major report I referred to was the LaPierre report, *To Herald a Child*, commissioned by the teachers' federations. Once again I guess I do not have to repeat the very controversial nature of that report and the very

contradictory way in which it was received by many people in both the educational system and outside the educational system.

Of course, Laurier LaPierre is well known for taking those kinds of stands; he has never backed from them. I do not want to go over the whole report itself but there was one theme running through his report which I think does bear very serious consideration. I am not suggesting the whole report does not, but there was one theme. Once again it is an area where the minister could, I think relatively easily, take some action and touch upon a lot of the issues and a lot of the points that LaPierre mentioned.

There is something I have briefly touched on before, but we have never had a chance to really discuss it and perhaps we can this year. That is whether or not the minister would institute a division within her ministry known as early childhood education, probably relating to the ages from about four up to about six or seven—at least those areas now covered by junior kindergarten, senior kindergarten, grade one, maybe even grade two—and recognize, as we know now from well-documented child psychology studies, that children at that age level are significantly physically, emotionally, mentally different from children slightly older than that, and whether or not it would not be to the advantage of the ministry, and certainly to the students for which the minister is responsible, to have that clearly defined division within her educational system, and speak to many of the issues that Laurier LaPierre speaks to.

There are many others with which I am sure the minister probably does not agree—and she is certainly free to refer to any one of them when she makes her comments—but that is one where I think he really has a valid point. I would ask the minister whether or not there may very well have been some steps in that direction already. If there are, I would like to hear about them. If there are not, I would like to know whether the minister would entertain such an idea, whether in fact she has and has rejected it, and if so, for what reasons.

I have quite a number of other points I have not yet touched on. I notice that we are coming close to six o'clock. Would it be wise for us to adjourn at this point, or do you want me just to keep on going?

**Mr. Chairman:** It is three minutes to six. We can entertain a motion to adjourn, or perhaps continue. I would imagine it would be reasonable to adjourn and continue tomorrow. Will your response continue tomorrow at length?

**Mr. Sweeney:** No, not at length. I want to give my good friend from the NDP an opportunity to make his opening remarks.

**Mr. Chairman:** If our NDP critic does not mind, perhaps we could adjourn today, proceed tomorrow with a brief continuation of your response and then proceed with the response from the NDP critic.

**Mr. Grande:** He should take all the time he wants.

**Mr. Sweeney:** Do you mean you are not ready?

**Mr. Grande:** Oh, I am. You take your time.

**Mr. Chairman:** Before we adjourn, I would like to seek the committee's agreement on dealing with the Workmen's Compensation Board report. There is a possibility of discussing it next week, either on Monday and Tuesday, or on Tuesday and Wednesday; most likely Tuesday and Wednesday, since we will not complete the Ministry of Education estimates this week.

Can we agree on two days perhaps next week to deal with the WCB report? The question was raised last week as to whether or not we should proceed with the WCB report as soon as possible.

**Ms. Fish:** Perhaps, Mr. Chairman, you could assist me in this regard: that report is different from the Weiler review of workmen's compensation which set out a number of recommendations for change. I wonder if the intent of dealing with the annual report of the Workmen's Compensation Board is rather akin to when we deal with estimates in that it goes far beyond the content of the report into a variety of issues of concern to members, and if some of those concerns might be discussed at some length in the Weiler report whether it would not behoove the committee to consider the matter at such time as the Weiler report or some other matters would be before it.

I put that forward simply as a question in terms of some efficiency in the committee's dealing with Workmen's Compensation Board matters. I do not have an answer, but perhaps you have an answer as to timing or appropriateness of this question.

**Mr. Sweeney:** I discussed this whole question very extensively with the minister and with some of the government assistants in determining what is going to happen. I fully appreciate that the committee decides its own procedures but the point I got was that the estimates of the Ministry of Education was taking precedence over the compensation board report, that this

as going to go until its completion and then whatever time was left over would go to the compensation.

At one point, the decision had been made the compensation report was coming in, I think, on June 1.

**Mr. Chairman:** Yes, we have had some problems in scheduling it.

**Mr. Sweeney:** It has been changed a number of times.

**Mr. Chairman:** I simply wanted to hear a reference or some agreement by the committee as to whether there is a specific date when you would like to proceed after the Education estimates, if possible, before the House adjourns.

**Mr. Dean:** What are the alternatives?

p.m.

**Mr. Chairman:** The alternative is to wait until the fall. I do not see any other ministry estimates coming before the end of June. We had thought of doing it before the House recesses.

**Mr. Grande:** do you have any comments on this?

**Mr. Grande:** I do not know if the House leaders have agreed that it be done now or later; I just wanted to react to what Ms. Fish was talking about. My understanding is that if you want to bring in the Weiler report at that time you can. You can bring in anything you want. I do not know whether more time will be allowed to permit us to look over the report of the Workmen's Compensation Board as a result of the Weiler report. It would be nice if there were, because I think that report needs a full airing and soon.

**Mr. Sweeney:** Is there any reason it has to be done this session instead of in the fall?

**Mr. Chairman:** The question was raised by one of our committee members last week. There was a preference on his part to deal with the report in June rather than wait until the fall. I just wanted to see whether there is a consensus so that I can inform the House leaders.

**Mr. Gillies:** I would be inclined to address that report at the completion of these estimates. From what I hear and from the indication I have had from the minister, it is of some importance.

I agree with Ms. Fish that it would also be beneficial for members of this or any other committee to look at some of the recommendations of the Weiler report as quickly as possible, perhaps with a view to there being legislation in the fall, which would be something I would like to see.

Could I suggest that regardless of whether or not the House has risen, we address that report at the completion of these estimates?

**Mr. Chairman:** Is it agreed that we try to schedule the WCB report if time allows it?

**Mr. Grande:** Rather than decide now, I would prefer that the matter be discussed as the first item on the agenda tomorrow. I am not a voting member of this committee and the two members of my caucus who are voting members are absent on other commitments. I do not know what their plans are.

**Mr. Chairman:** The preference was expressed by one of the members, but if there is no agreement on consensus, we will leave it until tomorrow. I will speak to the House leaders.

The committee adjourned at 6:03 p.m.



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Ontario

LEGISLATIVE ASSEMBLY

No. S-6

# Legislature of Ontario Debates

## Official Report (Hansard)

### Standing Committee on Social Development

Estimates, Ministry of Education

First Session, Thirty-Second Parliament

Tuesday, June 9, 1981

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

**Tuesday, June 9, 1981**

The committee met at 3:28 p.m. in room No. 151.

### ESTIMATES, MINISTRY OF EDUCATION (continued)

**Mr. Chairman:** Mr. Sweeney sends his apologies. He is speaking in the House at this time and has requested that the critic for the New Democratic Party might begin with his opening remarks as we continue our estimates on the Ministry of Education.

**Mr. Grande:** I certainly would want Mr. Sweeney to be here listening to some of the things I have to say, even though he has heard them before. However, I will have an opportunity later on to challenge some comments he made in his leadoff remarks.

Let me begin, Mr. Chairman, by thanking the leader of the New Democratic Party for appointing me Education critic last October. I would also like to say a few words about the former member of this Legislature from Windsor-Sandwich, Dr. Ted Bounsall, who was the Education critic in the last House, and about his accomplishments as a member of this Legislature.

As everyone who was in the previous House knows—and there are some of those people in this committee—Ted Bounsall was what I will classify as a great legislator. He could look at a bill and see what it was really intended to do. He was able to bring forth appropriate amendments and engage in first-class debate on them in the Legislature.

He was also deeply concerned about education. In the two sets of Education estimates he covered as critic and in questions in the House he was successful in expressing his concerns, because the Minister of Education (Miss Stephenson) took steps to look after some of them.

One needs to remember Ted Bounsall as Labour critic as well, and the fight that was fought to give teachers in this province the right to strike. I was outside the Legislature at that time, waving my placard, when 30,000 teachers came to Queen's Park and demonstrated. Ted Bounsall, of course, was in the Legislature, talking to the bill.

In the last provincial election it was

disconcerting to hear the leader of the Liberal Party talk about taking away from that profession the right to withdraw services. Call it political football if you like, I see it as another demonstration that the teachers in this province can be kicked around not only by the government in power but by the opposition as well.

Yesterday, John Sweeney in his leadoff attempted to minimize the attitude of the Liberal Party of Ontario towards teachers in the provincial election when he made some comments about the Matthews commission report which came out last year. He said, "Well, Madam Minister, what are some of the changes you are thinking of making, the adjustments, some of the fixing up of the legislation that is going to make the process smoother?"

Well, that's fine. No one says the process should not be smooth. But that is clearly different from what the Liberal Party said during the election. They said the teachers should not have the right to strike. That is altogether different.

That is why I said at the beginning, Mr. Chairman, that I thought John should be here. I don't think he can come to this committee and take positions which differ from the position his leader takes. If he wants to do that, then he should say so.

If he wants the people in this province to know that Liberal members speak as individuals and not as one party, it is good to know that as well.

I want to say more about Ted Bounsall because that man did a great deal of work on a private member's bill introduced in the Legislature to institute equal pay for work of equal value. His contribution to Ontario in this regard was, in my view, phenomenal. I for one appreciate it very much.

The government at that time was trying to tell the people through radio announcements and so forth—I don't know how much money was spent on that—that we had legislation for equal pay for work of equal value. The fact is this province has not legislated equal pay for work of equal value.

**Mr. Chairman:** I apologize for interrupting,



but what relationship does this have with the Education estimates?

**Mr. Grande:** Just that I am paying tribute to the former Education critic of the New Democratic Party, which I think is proper to do at this time, unless you deem otherwise. Are you making a decision, sir?

**Mr. Chairman:** Go on, Mr. Grande.

**Mr. Grande:** Thank you. The work of Dr. Bounsall on affirmative action is well known. Whatever his particular expertise or responsibility was in the Legislature, he was continually asking the ministers, the Minister of Education included, to what extent the affirmative action committees and programs of the government were functioning successfully. I will continue his efforts to ascertain whether the thousands of knowledgeable, educated women in this province are given opportunities to take positions of responsibility, whether it is in the Ministry of Education or in other ministries of the government, although the Ministry of Education is the one we are concerned with at this time.

Of course, I did not agree with all Ted Bounsall's opinions, and I want to talk briefly about one of the things I disagreed with. As some of you will remember, last year Ted Bounsall expressed the personal view that he could agree with a voucher system whereby parents in this province could use the legislative grants as they see fit for the education of their children. I want to put it on the record that I disagree with that method of financing education. There are many reasons for my disagreement, but I will just mention one now.

I disagree because there is no evidence that I have been able to read in the past 10 or 15 years—the California example is not excluded from that—which shows that the voucher system will improve the educational services to underprivileged children or to the children of immigrants to this province. One could say there is evidence to show it would harm the education of those children because the moneys would be taken elsewhere. The private system would flourish and in effect a public educational system would be fragmented. I believe in the latter as strongly as Ted Bounsall believed in the former, so I guess there is a sort of balance here.

However, I do agree with alternatives in education, but alternatives under the public education umbrella. This will come as no surprise to anyone, because over the past 10 to 15 years in which I have been part of the educational process, I have worked to obtain alterna-

tives within the public education system which would meet the needs of students from whatever background. I will devote whatever energies I have, as critic for the New Democratic Party, as teacher or in whatever way I can, to improve the public educational system to the benefit of every child in this province.

As you know, that is not now the case. Every child in this province does not have a right to an education commensurate with his or her abilities. Proof of this is the need for the special education bill.

We fought long and hard in committee last year to make sure that educational services were guaranteed for those children. Bill 82 is a move in the right direction. That is why we supported it and it is now law. We tried to make changes to improve the bill a little, but in the end the Minister of Education and the ministry in effect indicated that equal educational opportunities would not take place in this province. For a certain number of children will not be getting the educational services they need.

You will remember also that during the committee stage of that bill the member for Bellwoods (Mr. McClellan) attempted to include the right of children to educational programming, but that did not go through. So what we have is the right of children to attend school, but not to have an educational program which meets their specific needs. There is a long way to go, but I will battle on with the minister and the ministry in an effort to come closer to the day when the rights of children to an appropriate education is a reality in Ontario.

I want to talk about the funding of education for a few minutes. In the last two years some portentous words have been tossed around, such as "cutbacks," "slashing," "firing," "compression," "elimination" and "drop-outs." Those are the words the press uses to describe education funding in this province.

**3:40 p.m.**

The minister said in her leadoff remarks that the education budget this year has increased by 9.5 or 9.6 per cent and she felt that was adequate. The minister, of course, should be reminded that the inflation rate is 12.5 or 12.6 per cent. So, in essence, that says to the educational system across the province: "We will not give you enough money to stand at the same place you were at last year. In other words, we will give you three per cent less even than the rate of inflation."

As a matter of fact this has been true for education ever since the years 1970-71. Those

were the crucial years where the imposition of ceilings came about, and the lessening use of that set of words often repeated by the Premier of this province (Mr. Davis), that education is a top priority in our province. Education has not been our top priority ever since the early 1970s, but I wish someone would write a different kind of speech for the Premier.

For example, we know that in 1971-72 the provincial expenditure for education was around the 20 per cent mark. In 1981-82 it is at 15 per cent. This means there has been a five per cent drop as a percentage of the provincial expenditure.

Again, back in 1971-72 the Ministry of Education, through the legislative grant structure, provided 60 per cent for education overall in the province, whereas in this particular year it is down to 50 per cent, a 10 per cent drop, which signifies around \$400 million; some would bring that figure to \$600 million.

One of the things that disturbs me about this cutback—and the minister in her comment, I guess, will relate the amount of money that education will get to the overall economic problems we have in the province and the amount of money that education should have—one of the things that disturbs me is that, when we take a look at the Committee on the Cost of Education whose report was produced back in 1975-76, it said the provincial share should be 66 per cent.

If we take a look at the report of the Commission on Declining School Enrolment, that report said the split should be 60 per cent provincial, 40 per cent municipal, if you like. We take a look at the secondary education review program and they say it should be a 60-40 split.

The minister will have an opportunity to reply, but is the minister or the ministry trying to say that these people who were on the Committee on the Cost of Education, the 60 people of SERP and the late Dr. Robert Jackson of CODE were somewhere up in the clouds; that they did not understand the realities in Ontario; that they did not have any understanding of the economy of this province and of the generation of revenues in this province?

Clearly, the Conservative Party in this province is the only one that says education should not be funded to at least 60 per cent from provincial grants. I am sure that the minister will have other information she is going to bring forth. Would it be possible, perhaps tomorrow or Monday since we will probably be sitting here

on Monday, to bring us information on legislative grants to the boards of education across this province, beginning from 1971-72 up to the present time? Make it in constant 1971-72 dollars and see what kind of plunge education financing has taken.

**3:50 p.m.**

Would it be possible to do the same thing for the grants per pupil—whether it be elementary or secondary—from 1970-71 to 1981-82; take into account the inflation, put it in constant dollars for the year 1970 and find out what kind of plunge it has taken? Then we would have some basis upon which an intelligent discussion on financing could go on.

As you recall, when the commission on the secondary education review program reported at the beginning of May, the leader of the New Democratic Party asked the minister a question about the funding to 60 per cent. The minister said something about the province funding at 61 per cent. I have some questions on the Order Paper which I hope will give us some information as to the basis upon which the minister made that comment. The reply should be enlightening.

If the minister wants to include superannuation, tax grant credits, whatever else she wants to include to make up that 61 per cent, it would be very good. Then the people of the province would know the kinds of things that are included to make up that 61 per cent the minister says is the extent to which education in this province is being financed.

We will have an opportunity to go into this later on, after the leadoffs, but the minister and the ministry must understand the consequences of this underfunding for education. The consequences are that teachers are being fired; that class sizes are increasing.

You all will have seen the clippings from the *Globe and Mail*: one headline says, "The Facts Sought On Teacher Demand," and the article goes on to say that 600 parents in Toronto went to the Metropolitan Toronto school board, upset about the firing of teachers because they felt it would increase—and as a matter of fact is increasing—class size. Within a very short time we would at least have a picture from the six area boards in Metropolitan Toronto of what is happening to the class size over the years.

Just to keep on the same topic of the class size—and this is not a quote from you, Bette, so they did not misquote you this time. It says, "It makes no difference whether there are 50 kids in a class or 15." For educational purposes supposedly it does not make any difference.



Well, the people out there are saying something different to you. The people out there are saying, "Yes, it does make a difference whether my child is getting an education in a class of 15 or a class of 50." If the minister has any evidence that the educational service delivered to students is better in a class of 50 than in a class of 15, then bring forth that information. I would be very much interested to see it. Of course, my knowledge may be limited but I have not seen any of those statistics or any of that information.

Those are the effects of the cutbacks in education. As the minister, the ministry and the boards move to consolidate because of the declining enrolment, I think we have to keep an eye on what is happening to the education of children, because in her remarks the minister said that could take place without the quality of education suffering. I want the minister and the ministry to give me proof that that is happening without the quality of education suffering.

Last year in the estimates we were again talking about equal educational opportunities, and we were talking about the full-day kindergarten and the advantages of a full-day kindergarten as opposed to the half-day kindergarten. You will recall that the ministry decided last year that it was not going to give money to boards of education for full-day kindergarten.

As a matter of fact, the ministry had done that seven or eight years before that and the minister or the ministry never said boo about it, so they allowed a development which in effect they cut off last year by eliminating over 8,000 full-day kindergarten spaces in Ontario. I suppose the hardest hit were the separate school boards in the Ottawa area.

The minister at that time said, and I quote, "What we are attempting to do is to carry out the policy of equal opportunity for all children in Ontario and that is the overriding policy that I will defend as long as I have breath." That is good, that is great, it is a beautiful little paragraph.

What I want to ask the minister is to show me and the people of Ontario where equal educational opportunity is when you have a report from the Ontario English Catholic Teachers' Association that says that 35,000 of their kids are in portable classrooms.

Where is equal educational opportunity there? Or is the minister or the ministry going to produce some report that shows that education in portables is much better than education in a school classroom where the library is close by, where the children during the winter do not

have to go from one portable to another? They can get sick, it is obvious. I just want the minister to show me where the equal educational opportunity is in that area.

Where is equal educational opportunity with the Don Bosco situation? I know John Sweeney raised it yesterday. The fact is that the minister during the election campaign said, "Yes, we will provide; we will have a permanent facility by September of 1981."

**Hon. Miss Stephenson:** No, I did not.

**Mr. Grande:** Were you misquoted?

**Hon. Miss Stephenson:** No, that is not a misquote. You are misquoting me, yes.

**Mr. Grande:** All right, I will pull the information. If the minister says she did not say that I will pull the information and show the minister and then the minister may say, "I was misquoted."

**Hon. Miss Stephenson:** No, not even the newspapers misquoted that, Tony, only you.

**Mr. Grande:** I have about 20 or 30 articles on that and I will pull them out.

**Hon. Miss Stephenson:** Read them.

**Mr. Grande:** I have.

As you will recall, in the Legislature about three weeks ago I asked the minister a question. I asked, "Are you going to keep this promise or was it just an election thing?"

The minister said, "Of course we will keep the promise." The minister does or does not know—I have no idea, she can comment later—that the Etobicoke Board of Education said: "There is no way we are going to vacate Keiller Mackay school. There is no way we are going to do it, even though the minister sent a letter—"

**Hon. Miss Stephenson:** That is not what they said. Again you are misquoting even the Etobicoke Board of Education.

**Mr. Chairman:** Mr. Grande, just to avoid any confrontations based on fact that have not been substantially proven, if you could quote perhaps from a press release or some source when you bring up these allegations it would be appreciated by the members of this committee.

**Mr. Grande:** Mr. Chairman, you certainly have a different way of going about this committee.

**Mr. Chairman:** I just would appreciate not having the committee members misguided if there is any factual information you could bring forth.

**Mr. Grande:** I am sure the minister is capable



of providing the correct information at a later time if I am misguiding the members. I would appreciate being given the opportunity to put it the way I see it.

**4 p.m.**

As I was saying, in the Legislature the minister said, "Of course we will keep the promise." As far as I am aware, one of the promises to the people in the Don Bosco community was that the minister would have a statement by June 1. I do not know whether you made that statement or not.

**Hon. Miss Stephenson:** No.

**Mr. Grande:** You did not.

**Hon. Miss Stephenson:** No, I did not.

**Mr. Grande:** But you will before the estimates are over, I assume?

**Hon. Miss Stephenson:** I did not make the statement you just ascribed to me.

**Mr. Grande:** But you will make a statement, I am saying to you.

**Hon. Miss Stephenson:** Oh, I will consider it seriously.

**Mr. Grande:** But you told those people that by June 1 you were going to make a statement about the permanent facilities.

**Hon. Miss Stephenson:** No, I did not.

**Mr. Grande:** Mr. Chairman—

**Hon. Miss Stephenson:** May I clarify that, Mr. Chairman?

**Mr. Chairman:** Yes, Madam Minister.

**Hon. Miss Stephenson:** What I did was ask the Metro separate board and the Etobicoke Board of Education to provide me, by June 1, with their proposals to ensure a solution to the problem related to Don Bosco.

**Mr. Grande:** You have never written a letter to individuals within that particular community in which you said that by June 1 you would make a statement telling them about their permanent facilities?

**Hon. Miss Stephenson:** No, I asked the boards to give me information by June 1.

**Mr. Grande:** I see. My understanding from the people in that area is different. Perhaps those people are under some misapprehension and what you said was different to what you are stating now. But anyway, the perception of those people is what is important and that is what I am responding to.

I will check those letters. I am sure within the next few days the people will be coming to my office to give me all the information they have.

I want to continue with the equal educational opportunity in terms of grades nine and 10, staying again with the separate school system. I understand there was a bit of an increase there this year. However, do you not think it has been long enough that the kids who happen to be in grades nine and 10 in the secondary school system have been treated as kids who attend grades nine and 10 in the public school system for public funding purposes?

I think it has gone on long enough and I think that a settlement, a decision, should be made by you. I hope you are not going to wait for the SERP report to give you an indication, because even though they will come down with a recommendation you still have to make a decision.

What I am saying is there is no point in wasting time. Make a decision and when the legislative grants come down in February or March next year, have that as an item that you are moving on.

Another point on the equal educational opportunity is in terms of students in this province who do not speak English. English as a second language has been one of my concerns for many years and even though I was not the Education critic for the party I brought that same concern to the minister almost on a yearly basis. The fact is, five years later we are still at the same point. There has been no change, even though the minister said change was going to be made.

I am coming to the point where you can tell me all you want, but I want proof. You can tell me that the Toronto Board of Education received \$220,000 for English as a second language for the Vietnamese kids last year, but the fact is they have not received it yet. You can tell me that you went on to fund English as a second language on a current basis, which means in essence that in January the area boards in Metropolitan Toronto give you the figures of the number of teachers they have and the services they are providing and you fund it. But the fact remains that you are still funding it through the Metro system and the Metro system is not providing the funds to the area boards. Do you understand? That has been the problem for years.

I have been saying to you for years that it is your responsibility to make sure the money is spent as you direct it through your weighting factors. You cannot say: "I wash my hands of my responsibility as the Minister of Education. As soon as the money goes to the Metro level, then I have no more responsibility for it."

As a matter of fact, in this particular area of English as a second language, you provided the guidelines. You accepted the guidelines of functional English from this ministry, but Metro does not recognize them.

What are you going to do about it? There are kids who need the service in all of the Toronto area, but the funds are not moving from Metro to the area boards and the area boards are the ones that generate funds from the ministry to Metro.

In essence, what you are doing is rewarding where the problem is. You are saying to the Metro board that you are not giving the moneys to provide the services for English as a second language because you consider two years enough in your immigration criteria. The Toronto board and other boards in Metropolitan Toronto are saying, "Two years is not enough. These kids still cannot speak English sufficiently to be able to take advantage of the programs we have in the schools."

Just hear me out because I understand this process backwards and forwards. Probably that is where my problem is; I understand it. The area boards say to you, "We have 120 teachers or 60 teachers who provide English as a second language to our kids." You say, "Fine, we will pay for the 60 teachers."

**Hon. Miss Stephenson:** And we do.

**Mr. Grande:** You do, and you give the money to Metro. But Metro may recognize that board for 20 teachers. Do you understand where the problem is?

**Hon. Miss Stephenson:** I would remind you that the Metro board is made up of area board representatives.

**Mr. Grande:** You do remind me of that every year and every time. I want to remind you that what we are concerned about here are the services that the kids get and the education that the kids get. While we may be concerned for that Metro board, your buffer zone, and while we may be concerned in terms of how the education financing in Metropolitan Toronto is done, what we are basically concerned with or should be concerned with in this ministry is the delivery of educational services to kids.

When I brought this problem to you last year you said, "Yes, we are discussing it with Metro. I will have a report for this particular year." I remember specifically saying to you, "Well, if Metro is not going to move to rectify that problem, then I am afraid what you have to do is bypass Metro altogether." And you said, "We are looking at that."

I want to know what is happening because from year to year Metro allocates fewer and fewer teachers to the area boards, but the needs of those area boards are the same and are there. Obviously, with immigration being cut off or almost cut off—just trickling in—you can see the point down the road, in about three or four years or whenever, when there are not going to be any immigration statistics. Therefore, the Metro board will say: "We do not need the ESL line in our budgets any more. We will take it out."

**4:10 p.m.**

The area boards are still providing that service because those kids, whether they immigrated to Canada or to Ontario or to Toronto, whether they immigrated two years ago or three or four years ago, still require and need that service. I am just pointing out to you where equality of educational opportunity does not exist in this area.

When you went to the current basis of funding for these classes, I thought it was a good move; you had to do it. What now happens is that, in essence, this occurs in boards outside Metropolitan Toronto because you fund the boards directly. In Metro Toronto this does not occur. Equal educational opportunity is denied for the kids who need to learn how to speak the language.

I do not know how many times I have to talk to you about the same things. I think you understand the problem and your ministry understands the problem. What you have to do is take the bull by the horns and say that educational service is going to be provided to those kids and if Metro is not going to spring the funds to the area boards, you will have to go the other route.

I want to talk briefly about the report on the secondary education review program. I agree with the minister that it is a report to discuss so that people in the province will engage in debate and discussion about the nature of the secondary school system. Knowing Duncan Green, he will read what is said in this committee and will weigh whether to take any of these things into account or not.

However, my concerns on the SERP report remain, beginning with the elimination of grade 13, a call that was made again in the last provincial election as we will recall. What happens at the university level? I am very much concerned that the universities are going to move on to a four-year general bachelor of arts

degree. If they do that, we have effectively cut off one year of free public education to students in this province.

We have said that to get that thirteenth year of education for the kids, parents will have to dish out over \$1,000 in tuition fees. If they are outside Metropolitan Toronto, they will have to dish out approximately \$4,000 or \$5,000 for that year because of accommodation costs and everything else. That concerns me.

If grade 13 were to be left out, it means that all of those courses would have to be compressed into the four years of secondary school. For that compression to take place—if it were decided that it would take place—it is going to take more than from the year 1981 to the year 1988, let me assure you. It takes, as I understand it, about seven years to develop guidelines for a curriculum course, let alone compress and go into the elementary panel.

The minister said grade six should be phased out and not grade 13.

**Mr. Dean:** She didn't say that.

**Mr. Grande:** Another misquote?

**Mr. Dean:** That's your speciality.

**Hon. Miss Stephenson:** Are you asking a question about whether we could eliminate grade six?

**Mr. Grande:** You picked grade six. That's fine; that's fair.

**Mr. Dean:** Pick a number. You don't like that one.

**Mr. Grande:** That's right. She could have picked the number 14, I guess, but she didn't.

I do not know what is going to happen, where the compression is going to occur, whether at grade six, grade 11, grade three or grade one. Whatever it is, the fact still remains that it is going to occur. You have to take a look in a very real way at the elementary school system, at the secondary school system and at the post-secondary school system.

In effect, it is not SERP you have to look at, but at education in this province. That is what we have been saying to you for about two or three years. Do you recall Bill 19? We debated Bill 19 on the amalgamation of the two ministries. We were saying we need a select committee on education in this province so that we could have input from people about the educational system they would like to see for the next generation. You always said, "Forget about it. We are not going to do it."

Another thing that concerns me is the drop-out problem. You know that the ministry people

have been concerned about the drop-out problem in high school for a little while. Again, I will go to quotations. I am sorry if these quotations are not correct, but this one I will read. It is from the Kingston Whig Standard. It says, "Two out of every three students entering high school in Ontario drop out before graduating." That was said by Jack Bell.

Two out of three means a 66 per cent drop-out rate. My God, that is a lot of kids in this province who do not complete their schooling. I am wondering, as the system is compressed, if you are not placing a lot of burden on some of those kids and squeezing them out of the system. Are you not increasing the drop-out rate? Are you not going to have a public educational system that is not even going to educate 20 per cent of the kids in this province?

Mr. Sweeney was talking about the holding power and that excellent report by OSSTF. Another report by district 15 of OSSTF says that one in 30 general level kids in the secondary school system graduates. That really speaks to a problem that is probably far deeper than one may think.

What I am saying about the SERP report is that if this compression takes place, it is going to take place over a longer period of time than seven or eight years. I want concern about the university system to be looked at. I want to make sure and to be assured that the drop-out problem will not increase as a result of adding extra burdens on students who may be marginal. By that I mean students who are getting an education, but are not really the top-flight students in our schools. We have a few of those, do we not?

**4:20 p.m.**

I suspect that the reason why the Ministry of Education went to SERP and to the Commission on Declining School Enrolment, et cetera, was that somehow the ministry thought these people were going to give it a rationale for the further cutback and further compression of the educational system. If we read the comments made by directors of education and other people across this province who supposedly are knowledgeable and have expertise in education, what they are saying is that to implement SERP will cost a lot more than we are paying now.

That gives me the impression that, as happened with CODE, SERP is going to be another one of those reports that will gather dust some place.

**Hon. Miss Stephenson:** CODE certainly has not gathered dust.



**Mr. Grande:** Take a look at Issues and Directions and take a look at CODE. As a matter of fact, I have another question on the Order Paper for you to spell out what recommendations you have accepted from CODE.

**Hon. Miss Stephenson:** Could I ask you to read Issues and Directions?

**Mr. Grande:** I did.

**Hon. Miss Stephenson:** Then the answer is obvious.

**Mr. Grande:** It is not that obvious. For example, on English as a second language, CODE says it is the right of those kids to have English and to learn English. In Issues and Directions it is a different story. The right is left out of it, which means that you have not accepted that recommendation.

**Hon. Miss Stephenson:** All right.

**Mr. Grande:** As I say, no doubt you will have your opportunity.

It goes without saying that I concur with the 60 per cent funding in SERP and with parity for the per pupil grant to Catholic high school students in grades nine and 10.

I want to leave that because no doubt we will have many more discussions on that as the year progresses and next year. I want to go on to the business and technical education aspects. I am not necessarily referring to SERP at all because I think that even before SERP the problem has been put on the back burner, or no one has done anything about it since at least 1963. There was a task force which clearly showed the dismal figure of skilled tradesmen in this province and the needs of this province. However, it was not until 1979 that the minister or the ministry started to react with a linkage program.

My feeling is that we are moving in areas, with the linkage program and the federal program of the employer-sponsored training which, when you wear the other hat in the Ministry of Colleges and Universities, we could address. I am hearing an echo right in my ears and it bothers me.

**Hon. Miss Stephenson:** Are you really saying your words bother you?

**Mr. Grande:** No. It is just the sound that comes back to me. I really do not want to hear myself.

**Mr. Chairman:** It may be echoing in your mind, Mr. Grande.

**Mr. Grande:** No, it is not, I can assure you. Anyway, I shall just go back.

**Ms. Fish:** A move to the right.

**Hon. Miss Stephenson:** That is a very difficult move to make.

**Mr. Grande:** It would sure be very difficult to move to the right, although some people have less of a problem doing that than others.

Let me refer you to what I think is a good report released by the federal government in 1979, Education and Working Canadians: Report of the Commission of Inquiry on Educational Leave and Productivity. The study was done under the chairmanship of Dr. R. J. Adams. I believe it was presented to the Conservative government that was in power for seven months.

That report, which is the best on the subject I have seen in a long time, says that apprenticeship training as a viable alternative for youth does not work because "less than five per cent of the 15 to 24-year-olds in the labour force were registered apprentices during the fiscal year 1977-78." The research of Robertson, Nickerson, Group Associates Limited revealed that only 2.6 per cent of apprentices were under the age of 35. The report also says government manpower training programs are not the alternative.

The day is fast coming when a large percentage of the skilled tradesmen in Ontario are going to retire and there will be few who can replace them. Since Ontario is supposed to be the hub of industry in Canada, clearly we must have skilled tradesmen if we are not to go under altogether.

The commission's study also revealed that on-the-job training is not the answer either. The commission found that out of 3,500 firms, on-the-job training was available only to a minority of employees—15.5 per cent—and less than two per cent of those were below the age of 20.

There have been numerous studies in this field. I ask why we are fooling ourselves, why we are bothering with a linkage program. I am not saying it would not have been all right 20 or 15 years ago, but in 1980-81 the linkage program is not even sufficient to scratch the surface of the problem. The minister can look at me in amazement and say: "My God, what is he saying? We are really getting into this in a big way. We are expanding resources and arranging the linkage with the high schools and so on."

At best, you are talking about only 25,000 students across the province. I understand your ministry does not even know how many of those 25,000 students are in one linkage program or another, or how many are in three different areas. You have the figures, so you tell me. If each student is in three linkage programs, then you are talking about one third of 25,000. But even 25,000 is not enough touch the problem.

4:30 p.m.

I want to ask the minister—and if this reaches your Ministry of Colleges and Universities as well, so much the better; then there will be some communication between the two ministries in this regard—if she has any thoughts or has done any studies in terms of the grant levy system that seems to be working quite well in Germany.

**Hon. Miss Stephenson:** They do not have a grant levy system in Germany.

**Mr. Grande:** I understand that they do.

**Hon. Miss Stephenson:** They do not.

**Mr. Grande:** Well, you can dispute it, if you like. The fact is that the report I referred to talks about the grant levy system as the only thing that will work.

**Hon. Miss Stephenson:** That is used in Great Britain.

**Mr. Grande:** You are right. My apologies. It is Great Britain, not Germany. There are, of course, some things going in Germany in this area.

**Hon. Miss Stephenson:** Yes, but it is not levy grant.

**Mr. Grande:** I apologize. My error was not intentional.

The report does talk about the grant levy system as being the only viable system. You may not want to accept that. However, it is clear from what the Premier (Mr. Davis) said about the BILD program that he wants to move in that direction. This is what he said: "The government recognizes that investing in the people of this province is so vital to preserving and strengthening the industrial base. It is also the way to ensure that the people of Ontario achieve the maximum benefits from the process of economic development."

He goes on to say that the government will meet with 50 leading employers to encourage them to train in their skill needs. If they do not, then the government is prepared to bring in legislation making investment in training compulsory. That is in the BILD program.

You were shaking your head as if to say, "Oh, what are you talking about here? We will never do that kind of thing." In fact, it is the blueprint for the industrial development of Ontario—one of the factors that gave you your coveted majority in this Legislature.

**Hon. Miss Stephenson:** Not necessarily about levy grant.

**Mr. Grande:** It is on page 34 of the BILD program.

**Hon. Miss Stephenson:** Yes.

**Mr. Grande:** It says if employers show no initiative—this is not a quote, by the way—

**Hon. Miss Stephenson:** I know.

**Mr. Grande:** —the government will press for legislation making investment in training compulsory.

**Hon. Miss Stephenson:** All I am saying is that it is not necessarily levy grant.

**Mr. Grande:** All right. But legislation usually says, "You must do," not "Please do." You are telling employers, in effect, "Either you train the skilled tradesmen or we will have to do it." Obviously, the money has to come from somewhere. If it is not a levy grant but some other kind of mechanism, that is fine. I am not concerned about the mechanism. I am concerned about the fact that if we do not move very fast in this area within the next 10 to 15 years, we are not going to have the skilled tradesmen we need in Ontario. That is all I am saying.

**Hon. Miss Stephenson:** I hear you clearly. I have to tell you you are in the wrong ministry estimates, but that is all right.

**Mr. Grande:** Am I?

**Hon. Miss Stephenson:** Yes.

**Mr. Grande:** Is the linkage program in the wrong ministry estimates?

**Hon. Miss Stephenson:** No. Linkage is in the Ministry of Education but apprenticeship, which is what you are talking about, is in the Ministry of Colleges and Universities.

**Mr. Grande:** That is right, but what is linkage all about? Is that not to address the problem of technical education and business education?

**Hon. Miss Stephenson:** It is to establish a link with apprenticeship, yes.

**Mr. Grande:** All right, so I could be in the wrong ministry. As I say, you can wear both hats at the same time if you like. Maybe we will continue with this discussion under your other estimates when they come sometime in October or November or whenever they come.

The fact is that something has to be done very seriously in this regard and I suppose the SERP report goes some way towards that, but it stops short. I would like to put it to you that the secondary schools in this province may be doing a lot in terms of helping here, provided that you will provide the funding to upgrade the machinery in the technical schools, which at best is probably outdated in some of them, and needs replacing, and provided that you provide for the necessary training for the teachers and the necessary support for those teachers to do the job that is really needed in this province.

You may or may not choose to comment on

this. I happen to think that business and technical education is an important area and that the secondary school system should be doing something to address that very important need. But you cannot do it until you have really studied it. Either industry or the government will have to study what we will need 15 years from now, what skilled trades we will need.

Otherwise, if the educational system does not have a clear indication of what it is supposed to train for, in essence what you will have on a yearly or two-year basis is a group that will get together, as did SERP at the Skyline, you recall, with business and say, "What do you need?" The businessmen will say, "We need this and this and this. These are the qualities we need." However, 10 years ago industry and employers were saying, "We need something different. What we need are the skills of writing, reading, arithmetic." Now they are saying, "We do not need those skills any more, but we need attitudes and attitude formation, coming to work at the proper time." That is what SERP tells you.

**Hon. Miss Stephenson:** No. SERP says they need reading, writing and arithmetic, plus attitudes and skills.

**Mr. Grande:** Do not misunderstand me.

**Hon. Miss Stephenson:** I was just understanding what you were saying. That is all.

**Mr. Grande:** But are you understanding the point I am making? I am saying to you that employers at a particular point will give certain indicators to the educational system, and then at a certain point down the line will give different indicators to the educational system. The educational system will train or educate students, but when they come down the line they are not needed. That is exactly the problem. You need to make a study of the manpower requirements in this province.

**Hon. Miss Stephenson:** That has been done.

**Mr. Grande:** It has been done, good. I understood that it had, actually, and that it is ready.

**Hon. Miss Stephenson:** It is not ours.

**Mr. Grande:** It is not yours. Is it the Ministry of Labour?

**Hon. Miss Stephenson:** It is the manpower commission.

**Mr. Grande:** I think the Ministry of Labour is doing something in terms of youth as well. Unless you have that information and that information is communicated to the educational system, you are going to be in trouble all

the time. I think I have said enough on that even though the minister has said it should be under a different ministry. I accept that I overlapped.

**4:40 p.m.**

**Hon. Miss Stephenson:** The forecasting which is done is most certainly transmitted to the Ministry of Education.

**Mr. Grande:** I guess we will come back to that later on. I am concerned about special education. I appreciate the fact that in your leadoff you put it in a very positive way, and that is good. I do not want anything I say here to indicate to certain boards that they should not get into special education.

The point I want to make is that the 21 pilot boards supposedly are going to be reporting to you and, as you said, some of them have reported to you. You will have something ready in October. I am just wondering the extent to which one of their fears may be a valid in terms of the moneys, the funds that go from the provincial government to these boards to institute the classes for the exceptional kids. We told you last year that \$75 million was not going to be enough. And you thought we were whistling Dixie, just crying in the wind or whatever.

**Hon. Miss Stephenson:** No, I did not say that either.

**Mr. Grande:** I remember Mr. Martel telling you clearly \$75 million was not going to scratch the surface. Once again I have used that expression too many times; I should change that. But \$75 million clearly is not going to be enough. I would assume that once the work you are doing in the ministry for that report to be ready in October is completed, you will probably change the funding slightly, or I hope you will. How many millions of dollars were appropriated to special education this year?

**Hon. Miss Stephenson:** The funds for special education, that is, additional to the funds already distributed through the weighting factors for special education, total \$36.3 million or something of that sort.

**Mr. Grande:** That is \$25 million and \$8 million, somewhere there.

**Hon. Miss Stephenson:** The \$8 million that was added last year, which amounts to \$8.8 million this year, plus an additional \$25.7 million.

**Mr. Grande:** The thing that struck me is that in both the legislative grants and in your copy yesterday, you put that \$8 million in inflated dollars.



**Hon. Miss Stephenson:** No, we made the commitment, if you will recall, that it would be in 1980 dollars each year.

**Mr. Grande:** I understand. I am not disputing that. But you put the \$8 million in your leadoff and in your legislative grant and you translated that into inflated dollars. Then when you added it, your addition is in inflated dollars. I just do not know what you are doing there.

**Hon. Miss Stephenson:** We are talking about 1981 dollars, but 1980 dollars adjusted so that they will be—

**Mr. Grande:** Yes, but you should not have adjusted because the commitment was in 1980 dollars. It was \$8 million for 1980; then whatever you put for 1989 should be in 1980 dollars. Is that correct?

**Hon. Miss Stephenson:** In 1981 dollars, \$8 million translates to \$8.8 million, and that was the commitment we made. The additional funds for this year will be translated into 1982 dollars for next year.

**Mr. Grande:** I am sure it is a small point. I was making it in passing; I did not mean to engage you. I will leave special education, hoping that everything will move well, and I am sure that the commitment from the minister is such that everything will be moving well.

**Mr. Sweeney:** Hallelujah.

**Mr. Grande:** That's right. That is one thing I am going to hold her responsible for.

I want to talk briefly about another linkage you should be making. The linkage is with the educational system and day care. It is not surprising I should be saying that. We have been talking about it for a long time. With declining enrolments, you have a tremendous opportunity to make the linkage between the day care needs and the declining enrolments in schools and the empty classrooms that there are. All you need is a minor capital adjustment to turn some of the classrooms into first-class day care facilities.

I do not know whether you are looking at that. I am just saying that you should.

**Hon. Miss Stephenson:** If you have read the B memos from January, you will notice we have encouraged boards to look at that.

**Mr. Grande:** I think some boards have looked at it.

**Hon. Miss Stephenson:** And have become involved in it.

**Mr. Grande:** Oh, yes. This is not a new idea. We have been going at it for five years.

**Hon. Miss Stephenson:** Longer than that.

**Mr. Grande:** I just want to encourage you to move in that direction. I want to encourage you to talk with the Ministry of Community and Social Services because I happen to agree with some of the recommendations Laurier LaPierre makes in his report. While you can call it totalitarian, it makes sense for your ministry to begin to take a look at the child as a whole, whether he has day care or health needs or whatever other needs there may be.

I dealt with English as a second language. I want to go on for a few minutes to the heritage language program, another of the things I bring to you constantly. I am just checking up. I just want to make sure that program is moving. It gets me a little upset—angry as a matter of fact—when I read the minutes of the Metropolitan school board dated April 14, 1981, where the city of North York went to the Metro school board and said, "Since the Minister of Education does not provide 100 per cent funding as the the Minister of Education said she would, we think the money spent in the heritage language program should only be what the minister has apportioned."

The Metropolitan school board did the calculation and, indeed, they calculated that you only give them 81 per cent funding—not 100 per cent, as you have been saying for the past two years. If you were giving 100 per cent, they would not be cutting back on those programs. By the way, North York was not successful because 15 groups and people went to the board of education and said, "Absolutely not. You cannot do it."

4:50 p.m.

I know there are people out there who think highly of the heritage language program and they are not going to allow the board or the ministry or anyone else to minimize that. It floored me a bit when I saw that the board made the calculation and said that the Ministry of Education gives 81 per cent of the funds for the heritage language program.

**Hon. Miss Stephenson:** Where?

**Mr. Grande:** What do you mean, where?

**Hon. Miss Stephenson:** For Metropolitan Toronto?

**Mr. Grande:** That is exactly what I am talking about.

**Hon. Miss Stephenson:** No, you are talking about North York, and that is the question I asked.

**Mr. Grande:** North York is part of Metro.

**Hon. Miss Stephenson:** There are times when you talk about the components of Metro as a single entity and there are other times when you talk about Metropolitan Toronto as a single entity. I just wanted to know which you were talking about.

**Mr. Grande:** North York did not go to the Metro board and say, "We only get 81 per cent funding." What they said was, "We should be cutting the heritage language program so that the money we get from the ministry will be the only money that is used for the program."

The Metro board did the study, looking at the amount of money and other formulas, and found out that you are really funding it at 81 per cent and not at the 100 per cent you have been saying in the Legislature for two years. I want you to look at the minutes of the Metropolitan Toronto School Board of Tuesday, May 14, 1981, and either provide the 100 per cent funding or say clearly to the Metro board what your intentions are.

The reason I keep an eye on it is that experience has shown me I have to keep an eye on it. I will continue to do so because for a lot of the people I represent in the riding of Oakwood, this program, even though a minimal program, is none the less better than they had prior to 1977. It is understandable that people want to protect the little strides forward that they make.

There is no point in discussing the other larger area, the bilingual education area, in which I have been pestering—I use the word pestering, but I guess that is not correct—you and the former minister, Mr. Wells, for years and years about the establishment of bilingual education in the native language of the children in English or French. I will not go through it again because last year you said to me clearly, "No, we are not going to do it." I will find a better time to raise that.

The last point is compensatory education—inner city, as those schools are called. By the way, in North York they are not called inner city, they are called special needs schools. I am sure the minister is much more aware of the special needs schools of North York. Boy, do they have special needs. What is happening is that the area boards are not getting funds from Metro. The same thing occurs. You should take a look at the Metro setup.

I understand you already have on your desk a full report of the settling of the Metro question as an offshoot of the John Robarts commission report. I think you should take a close look at that because I say to you again that the special

needs of kids have not been met through that mechanism, through the area board, through the Metropolitan Toronto board mechanism.

As I said to you before, since your weighting factors and your grants go to other areas, to other boards outside of Metropolitan Toronto, and go directly to those boards, and since those particular weighting factors and legislative grants are sensitive to the needs of the other boards, I do not see why they cannot be sensitive to the needs of the area boards in Metropolitan Toronto.

I have not been given an explanation and, frankly, I do not understand it. As Metro provides X millions of dollars to the board from where I come from, to the York Board of Education, I think the ministry could do that as well in a sensitive way. Issues and Direction talks about grants as being sensitive. Sensitive is the word. I do not know whether it is in Issue and Direction, but anyway it is in one of your documents.

Therefore, if they are that sensitive to the educational needs of children, then why do you have to go through the filter? Why do you have to go through that buffer, as I like to call it, of Metropolitan Toronto? John Robarts said, "Do away with it." I want to know later on what kind of thoughts you have in that area.

Mr. Chairman, that concludes my leadoff. Thank you very much.

**Mr. Chairman:** Thank you, Mr. Grande. Madam Minister, I presume you would like to respond now to the presentations unless Mr. Sweeney has something further.

**Hon. Miss Stephenson:** Mr. Sweeney is not finished yet.

**Mr. Chairman:** Mr. Sweeney, would you like to continue?

**Mr. Sweeney:** Given the time, Mr. Chairman, I think I will introduce my other questions as we go through the various items.

**Mr. Chairman:** Fine.

**Mr. Sweeney:** It would be just as effective and I would be pleased to hear the minister's comments on what both of us had to say.

**Mr. Chairman:** Thank you for your cooperation. I guess the minister would be responding to both the critics.

**Hon. Miss Stephenson:** If I may. The general legislative grant item, which has been raised by both critics, relates specifically to the funding of grades nine and 10 in the separate system, which is still considered to be a part of the elementary

system of education on the basis of the original structure which was developed for funding of those classes where boards established the continuation project. There has been a significant improvement in that differential funding, and we are aware of the preliminary recommendation of the SERP committee, and that certainly will be taken into account in the development of the GLGs for 1982-83.

**Mr. Grande:** I am sorry, I really do not want to interject, but what are you saying? That the difference is going to be wiped out?

**Hon. Miss Stephenson:** No.

**Mr. Grande:** In other words, you are going to consider it.

**Hon. Miss Stephenson:** I said that I presume the recommendation made by the secondary school education review project in the preliminary report may be in some form translated into similar form in the final report. Most certainly that will be considered in the establishment of the 1982-83 GLGs. But there is no way in which it can be modified for this year, as you very well know.

**Mr. Grande:** I understand.

**Hon. Miss Stephenson:** The school closure policy is one which is likely to be of great assistance to the various boards in the province. The B memos have already established their worth in a number of areas. I believe that will be seen as a result of certain discussions we have had with one or two boards which have defined specific problems related to the policy in a way that enables us to address them more directly than perhaps we were able to do through the general policy.

They will stimulate boards to consider very seriously the kinds of activities in which they should be involved in making decisions about the disposal of schools which they finally declare redundant. I think the most important part of the policy really is the requirement that they establish a format whereby they consult with the community in the process of making that decision.

They do have to declare that they are considering the establishment of a list of schools potentially for that kind of redundant position. That must be reviewed by the boards first before it can be made public. We are requiring, through the B memo mostly, the kind of public input which I think is essential if a responsible decision is to be taken by boards, taking into

account the concerns of all of those within the community likely to be affected by the school closure.

**5 p.m.**

I am still strongly in support of the concept of school sharing. I recognize that is not a wildly popular idea as far as separate schools are concerned, but I do believe there are many situations in which the existence of vacant school rooms could be of benefit to other boards in trying to meet the requirements of their students.

I believe there are some of those children who are currently within portables who could be accommodated if a school-sharing philosophy could be accepted on a more generous basis by both the potential donor board and the recipient board. I think it will probably take some time to ensure that there is a greater acceptance of that philosophy.

**Mr. Sweeney:** While you are on that one, given the fact that both Mr. Grande and I raised the question of Don Bosco, and since its solution would seem to hinge upon an agreement by the Etobicoke board to close one of its secondary schools, I want to refer to an article which was in the Sun on Tuesday, June 2. It would appear—and perhaps you could help clarify it, at least for my thinking as well—that the vice-chairman of the separate school board believed—well, let me quote it: “We have a letter from the Premier and the minister’s office and the minister offering a permanent solution by June 1 and we are disappointed nothing has happened.”

I do not have that letter and I have no idea what was in it. The vice-chairman of the separate school board has made a statement in the public press that they have a letter in their possession which gave them reason to believe that you and the Premier, because both of you are mentioned, had indicated a solution by June 1.

The only solution I can assume was that you were going to use the power to see that one of those schools was vacated. As a matter of fact, the other reference here is that the minister ordered both boards to negotiate a solution by yesterday—and that would have been June 1—and threatened to impose her own if they did not.

I think that is what is causing the confusion. We are getting one message from the board, while the minister seems to be saying something else. Can you tell us just exactly what is



happening with respect to closing a secondary school in Etobicoke and resolving the Don Bosco situation?

**Hon. Miss Stephenson:** As you are very well aware, the Etobicoke Board of Education within the past week has decided, I think unequivocally, that in addition to Keiller Mackay, which it believes is a school it will not require by September 1983, there are three other secondary schools in Etobicoke which obviously are not going to be needed by Etobicoke board students within a relatively short period of time.

**Mr. Grande:** Those are in area one, do not forget.

**Hon. Miss Stephenson:** We are not talking about kindergarten children either, Mr. Grande. I would remind you that we are talking about students who are in grades nine and 10, and those students are not four years old. I think they probably have some capacity to use transportation.

That is a matter which I believe parents, school boards and students are going to have to address as well. Perhaps there will be a requirement to travel a little bit farther to achieve that portion of their education than they traditionally have in the past. There are a number of alternatives which were suggested, I believe, to the Metro separate board.

The Metro separate board has made a decision about the short-term solution. They have so notified me. The Etobicoke board made a decision related to Keiller Mackay and notified me by June 1. I have requested that they talk together about ways in which they might negotiate what seems to be a difference between the ideal and the reality at the present time. I believe those discussions are going on.

**Mr. Sweeney:** You mentioned a minute ago—

**Hon. Miss Stephenson:** But you mentioned that I use the power and I would just like to ask you, John, what power you think the minister has to order a board to vacate a school and transfer it to another.

**Mr. Sweeney:** Under existing legislation I am not aware that you have the power. That is why I particularly drew attention to the comment. I wondered and asked for a clarification—exactly what did it mean. I do not think you have that power now.

**Hon. Miss Stephenson:** That's right.

**Mr. Sweeney:** I understand there is a proposal in Issues and Directions that you may request legislative authority to give yourself that power.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** But I do not understand you have the power.

You seemed to be suggesting, just a couple of minutes before this last comment, your personal preference for the sharing route. Are we to understand that the proposal being examined from, say, 1981 to 1983, is that there would be initially a sharing and then a phase-out of the public school?

**Hon. Miss Stephenson:** I believe that was contained within the Etobicoke board's resolution; that they would this year not permit the entrance of any further grade nine students of the public board's jurisdiction into Keiller Mackay and that they would suggest that the grade nine and 10 students from Don Bosco could be accommodated within Keiller Mackay almost immediately, and that by September 1983 the entire school would probably be available for the Metro separate board. That is my understanding of the Etobicoke resolution.

**Mr. Sweeney:** Is it also your understanding of the separate school board's acceptance—I think that was the word you used—of a short-term solution?

**Hon. Miss Stephenson:** No, the separate school board's short-term solution, as I understand it at this point, is the use of Martingrove elementary school for the elementary pupils who are currently at Transfiguration school; and the use of Transfiguration school for the Don Bosco students for the short term until Keiller Mackay becomes available. That is what it is at this point.

**Mr. Sweeney:** So we are to understand then that there is reasonable hope for a settlement somewhere between 1981 and 1983. In the interval, existing elementary school buildings—

**Hon. Miss Stephenson:** Oh, I think there is much more than a reasonable hope for a solution between 1981 and 1983. The time frame is the one thing I am hoping may be clarified as a result of discussions between the two boards.

**Mr. Sweeney:** I think I understood from another source that a few months ago the Etobicoke board had given you a commitment it would vacate one this year, but because of parental reaction at a subsequent board meeting they changed their minds.

**Hon. Miss Stephenson:** It is my understanding that they passed a resolution in March that Keiller Macay would be vacated by June 1982, but as a result of public meetings they changed that position.

**Mr. Sweeney:** Obviously, the question then comes: What assurances do you have that 1983 will be it; that there is not likely to be some other change?

**Hon. Miss Stephenson:** I think there is a commitment on the part of both boards to find a solution at this point, I really do, having discussed it with them at length over a very long period of time.

**Mr. Sweeney:** This is probably as typical an example of the situation that exists in a number of other areas, where there is a relatively large amount of vacant space in one board and a very serious accommodation problem in another. To what extent are you prepared to push for the legislation that you proposed in Issues and Directions?

**Hon. Miss Stephenson:** Most certainly, we are looking very carefully at that kind of legislation.

**Mr. Sweeney:** When I raised this question two, maybe three years ago—I have forgotten just when—about the minister getting some legal opinion as to your right to do this kind of thing, based upon the fact you had contributed a substantial share towards the construction of the building in the first place, I think I got the response that there is just no way it could be done.

**Hon. Miss Stephenson:** No.

**Mr. Sweeney:** Now, I am not sure of the exact wording. I have not checked the record. But it seemed as if the minister had indicated, "Well, we've checked with our legal people as well and they say we cannot do it."

Are we talking in a different context? Or maybe it was just the particular way in which—  
5:10 p.m.

**Hon. Miss Stephenson:** There is one aspect which has some constitutional implications which might complicate the development of that kind of legislation, yes, but that does not mean it might not be possible in other instances.

**Mr. Sweeney:** I am sure the minister herself appreciates the fact that even if the board has the goodwill, internally in the board itself, the broader political implications to the trustees in doing these kinds of things is very grave and it almost seems as if the minister is going to have to intervene in a situation like this.

We have had a few examples of this in other areas. I think the minister dealt with the problem in the Hamilton area on a slightly different matter, but the problem was there as well.

**Hon. Miss Stephenson:** But in that instance the building involved was a building owned by the government of Ontario.

**Mr. Sweeney:** I said that was a different matter that was resolved, but in fact prior to that former teachers' college becoming available—I think that is the one we are referring to—there was a recommendation that there was surplus space with the Hamilton public board as well.

**Hon. Miss Stephenson:** Yes, and part of the arrangement that has been established in Hamilton, as you are aware, is that during the term of the lease of the building which is now occupied by the Hamilton separate board the two boards will discuss the schools which will be made available to the Hamilton separate board at the termination of that lease.

**Ms. Fish:** May I have a supplementary? Do I infer from your remarks and advice to the committee that the Metropolitan Separate School Board is refusing to enter into a sharing and phasing solution between Don Bosco and Keiller Mackay?

**Hon. Miss Stephenson:** No, I do not think you should infer that at all. I have some concern that the offer which was made for immediate accommodation for all of the students at another secondary school in Etobicoke was not accepted by the Metro separate board. There is one school in which there are currently places for approximately 1,000 students and that school would provide immediate accommodation.

It is my understanding that the board, perhaps as a result of the position taken by the parents involved, made the situation not to share that building. The sharing was, I think, going to be on the basis of approximately 600 students in the separate facility to about 400 in the public facility, if I am not mistaken. I do not think it was much greater than that.

I have had some discussions with some of the parents about this and they feel very strongly that they do not want their children sharing lunchroom facilities or washrooms with the public school children.

**Ms. Fish:** As a further supplementary, could you perhaps enlighten the committee as to the reasons expressed by the parents for the refusal

to consider sharing, in the face of substantial investment in resources and facilities being already available?

**Hon. Miss Stephenson:** I am sorry, I do not have a reason which I could present to you.

**Mr. Sweeney:** The circumstance runs parallel with the French in Penetanguishene and other areas, the concern about the ambience of the school, the way in which it might be—

**Hon. Miss Stephenson:** They would not be sharing classrooms.

**Mr. Sweeney:** All I am trying to say is I think that is what is in the parents' minds, whether we agree with it or not.

**Hon. Miss Stephenson:** The language is the same.

**Mr. Gillies:** I wonder if the ministry has obtained much by way of a legal opinion in that the proposed legislation may interfere somewhat with the constitutional guarantees of the two systems of education. Is there much thought as to whether we will be getting into a bigger mess with the Supreme Court of Canada if such legislation were brought in?

**Hon. Miss Stephenson:** I think I can tell you quite frankly that we have a legal opinion which tells us that the Ministry of Education, through legislation, could in fact appropriate—I think that is the right word—a school facility from a public board for transfer to a separate board but could not, under current constitutional requirements, transfer a school from a separate board to a public board where that was considered to be necessary and that is one of the complicating factors.

**Mr. Gillies:** I think the minister is aware of the proposal for the Brantwood Park area of Brantford—

**Hon. Miss Stephenson:** Yes.

**Mr. Gillies:**—where there is some enthusiasm for the concept of a shared facility, in so far as sharing the gymnasiums, cafeteria and so forth is concerned, if not the classrooms, if and when new construction is needed in that part of town. I understand that may be the first such project in the province.

**Hon. Miss Stephenson:** Yes, of the conjoint sharing among three—the community, the separate system and the public system. We have several examples of a community and a public school board sharing facilities right now, or responsible for the development of facilities so they can be shared by the community and the students.

**Mr. Gillies:** Do I understand that there is a problem similar to the Etobicoke problem developing in Ottawa-Carleton?

**Hon. Miss Stephenson:** Not developing, it is there.

**Mr. Gillies:** It is the other end of the province for me.

**Hon. Miss Stephenson:** But it is a matter of two public boards rather than a separate school board and a public school board.

Mr. Chairman, we have present today two representatives, perhaps three, of programs coming under vote 3101. Since Dr. Shapiro is here today and will not be able to be here tomorrow, I wondered whether the committee wanted to address any questions to him as the president of the Ontario Institute for Studies in Education.

**Mr. Chairman:** If the minister has finished answering all the questions—

**Hon. Miss Stephenson:** No, I have not even begun yet.

**Mr. Chairman:** I would be surprised if you had.

Dr. Shapiro from OISE is here. I ask the committee if you would like to have him come forward and look at the first vote and—

**Ms. Fish:** Mr. Chairman, could we first find out whether members of the committee have questions to put to him? In consideration of the minister's remark and his time, I think it would be sensible—and I would hope members would agree—that if we do have questions to put, we would put them to him today rather than carry on and then find out we want to do that tomorrow when he cannot be here.

**Mr. Sweeney:** I have a direct and simple question, Madam Minister, in terms of the item on page 25 of the background book of \$1.7 million for research and development. What research and development are we getting for that amount of money? You can answer, or Dr. Shapiro can if he wants to, I don't care.

**Hon. Miss Stephenson:** We can answer that one because our research branch keeps very careful record of what we are getting for the allocation to research.

Although you may not associate it with his role in OISE, there is one area about which Dr. Shapiro might provide you with a philosophical point of view. Dr. Shapiro is the chairman of the advisory committee on evaluation which has been established by the ministry. This is in connection with certain questions you raised in



relation to the King report and other activities and is certainly related to the function of the Ontario assessment instrument pool as well.

**Mr. Sweeney:** Student evaluation? Is that what the program is about?

**Hon. Miss Stephenson:** Yes.

**Mr. Grande:** I do not have any questions for Dr. Shapiro, but I would like from the ministry the name of the gentleman who is directly involved with the Ontario instrument assessment pool. I have some questions for that gentleman, if I may.

**Hon. Miss Stephenson:** Really? Well.  
5:20 p.m.

**Mr. Grande:** I understand there is someone from OISE on that.

**Mr. Chairman:** Do any members of the committee wish to ask questions? Since Dr. Shapiro will not be available tomorrow, you may not have another opportunity.

**Mr. Gillies:** I have one specific question of Dr. Shapiro about OAIP. I am looking at recommendations 63 to 67 in the interim report of the secondary education review program. I bring this up because I taped a television program last week on SERP, along with a certain representative of the Liberal Party, who is my neighbour. Mr. Nixon and I both wondered how much value the pool of assessment instruments can have if they are not universal. That is the big question.

You are saying there will be a pool of instruments available to the boards and to the principals across the province, so they can try to determine whether standards of some degree of uniformity are being maintained across the province. The question came up, if they are not equally applied across the province, if some boards are making more use of them than others, if some principals are using them and others are not, are they really of much value?

Should we assume that the minister will entertain some value in recommendation 64, particularly? Are we in fact moving back towards some kind of standardized testing or—perish the thought—departmental examinations?

**Dr. Shapiro:** I certainly cannot speak for the ministry in terms of what policy they are trying to develop. But I think that the materials available through OAIP are usable for a variety of different purposes. If the question is, what are the standards on a province-wide basis, then something approaching not necessarily the universal administration in terms of every student

but at least a very wide sample would be required to know something about the province-wide performance as a whole.

That is only one of the possible uses that a group of instruments like that can be put to. A pool of that sort can also be very valuable for an individual teacher who is interested in curriculum development in his or her own particular class. It can also be interesting for a principal of a school or for a group of schools, et cetera.

If your interest is in knowing what the specific achievement is of every single student in the system, that is of course one way of using OAIP, but there are many others. It can be quite useful for a variety of purposes.

**Mr. Gillies:** A number of recommendations in the interim report address the question of the expectations of employers from graduates of the educational system. They are saying back to the system—certainly to their elected representatives—“We don't know what we are getting.”

They hark back to the good old days of departmentals when—I am not aware whether or not there are studies showing this is the case: that they had a better idea of what they were getting in terms of preparedness for work, academic qualifications at the end of the system and so on; that the uniformity of standards is not there now.

I would certainly hesitate, Madam Minister, to say we should go back to departmental exams. On the other hand, I know a heck of a lot of employers who would dearly love us to do that. Is the assessment instrument pool really addressing this question in the overall scheme of things?

**Dr. Shapiro:** I do not think the assessment pool is addressing that question. It would seem to me all that project is accomplishing is the creation of a set of instruments, test items in this case, that can be used in a variety of ways and in a variety of different contexts. The project itself does not address the question of precisely what the provincial policy should be.

I imagine that issue will arise in the committee I have agreed to chair and which will begin to meet the end of this month. The members of that committee represent a wide spectrum of interests in both the education and the lay public, so that matter probably will be thrashed out. Perhaps the reports of that committee will address, more directly, the kinds of issues you are bringing up.

**Mr. Gillies:** Thank you very much.

I wonder if I might ask the minister, just supplemental to this, are there other initiatives within your ministry, or do you feel personally that a higher degree of uniformity and testing at the high end of secondary education would be desirable? Is there pressure in the community for it that I, at least, sense in the business sector, in the employment sector?

**Hon. Miss Stephenson:** I am sure there are certain nostalgic feelings within the business sector—and I think that is the best way to describe them—that the individual who graduated from grade 10 had a certain level of capacity with language and mathematics. It is not possible with a credit system to ensure that every person who leaves grade 10, 11 or 12 is going to have exactly the same capacity with mathematics or with English or with whatever, because the capability of that individual will relate directly to the choices the individual has made within the educational system.

Standardization, I think, is the last thing we really want to address within education. What we are attempting to do is move in the direction of ensuring that each individual student has the opportunity, through the educational system, to develop his or her own capacities and own potential.

I think the concern of employers is somewhat misplaced at the present time because I look very carefully at the requirements of certain jobs which I know, because I am old enough—and you are not, Phil—to remember that the requirements for employment 25 years ago were perhaps grade 11 or grade 12. Those requirements have been upgraded by employers unilaterally, without any thought, to the level of BA.

The job classification has not changed at all. It is simply that employers have become perhaps as mesmerized by credentialism as a lot of other people within our society and are looking to that kind of qualification as the one they consider to be important for the job for which they are hiring someone.

I really feel very strongly that we do not want the educational system to be a sausage factory. I think it has to be the kind of system which really has sufficient capacity to meet the needs of all of the kids who are in it. Reverting to standardized testing at any level simply for the purpose of testing, in order to give employers some feeling of security or parents some feeling of status because their kid managed to get a 75 in an exam in which students across the province, on average, perhaps achieved 68, is not the purpose of the educational system.

**Mr. Gillies:** I would quite agree with the minister in terms of the primary goal being to turn out people who are productive and who are confident and happy within themselves in what they have learned, rather than, as you say, grinding out sausages.

I have to worry, I have to be a little concerned though, that these people are equipped for what faces them when they get out.

**Hon. Miss Stephenson:** Yes.

**Mr. Gillies:** Could you give me some guidance as to whether you feel their situation, in terms of qualification, is better now than 10 years ago? As good? Do you have any concerns in that area?

**Hon. Miss Stephenson:** It is extremely difficult to measure that in terms of the package which is called basic skills. I do not think there is any evidence at all that the basic skill achievement of students graduating now is less than it was 10 years ago, or 20 years ago, or even 50 years ago; although 50 years ago they really did not measure it. We do not have enough information to give us that kind of solid factual base.

The thing I would point out to you is that kids in the school system these days are learning those basic skills with relatively fewer hours, because the curriculum has expanded so tremendously; they know so much more about so many other things as a result of the modifications that have been made to the educational system, but the basic skills package is still there.

I really do have to complain about people like the president of the Royal Bank, who makes public statements that the educational system is not—

**Mr. Grande:** Be careful.

**Hon. Miss Stephenson:** Why? I do not know why I should be careful. He certainly was not careful about what he said and what he said was not based upon fact; it was based upon his impressions that the educational system was not meeting at all the requirements of industry or business at this point, that it should be entirely industrial or business oriented. The purpose of the educational system, he said in effect, was to ensure that people were going to be the right kinds of people to be employed by employers.

**5:30 p.m.**

That is not the purpose of the educational system at all. That is, I hope, one of the beneficial side effects of education but it is certainly not the primary purpose of the system.

**Mr. Chairman:** Before we proceed with further questions, would you please introduce the two gentlemen who are with you, Dr. Shapiro?

**Hon. Miss Stephenson:** I am sorry, I should have done that.

**Dr. Shapiro:** On my right is Michael Skolnik, who is one of the assistant directors of the institute, and on my left is Stacy Churchill, who is the co-ordinator for research and development.

**Mr. Chairman:** Thank you. I believe Mr. Sweeney has a question.

**Mr. Sweeney:** Before I ask the question I have a comment. I wonder if the minister would make a counter comment. I assume in your last comment you were speaking of Hal Wyatt, the vice-chairman of the Royal Bank. I was less concerned about what he said than I was about the comment of Margaret Beckingham, the president of the Ontario Teachers' Federation, that it was important that someone as prominent as Wyatt laid the straight goods on the table for the trustees. Did you read that comment?

**Hon. Miss Stephenson:** Yes, but I also read the comment of Margaret Wilson, who was then the president of the Ontario Secondary School Teachers' Federation, and I am not sure it agreed with any of the remarks that Margaret Beckingham made.

**Mr. Sweeney:** I had a question I was going to ask the minister later on, Dr. Shapiro, but perhaps it is even more appropriate that I raise it with you. There have been some concerns expressed that the summary of the Interface report, which I believe was done by members of the Ontario Institute for Studies in Education—I think Dr. Howard Russell was the one who pulled it all together—did not accurately reflect the study itself.

I have not had a chance to go back and make the comparisons, but my question would deal with the internal safeguards that an institution like OISE would have to determine whether or not that could happen.

**Dr. Shapiro:** I will ask Dr. Churchill, who is the co-ordinator for research and development, to respond.

**Dr. Churchill:** I can only say this discrepancy has not been brought to my attention. What we have as a safeguard is the quality of the researchers who are working on it.

The team included not only Professor Russell but several others, including Professor Traub,

Professor McLean and Mr. Wolf. When we look at the total group of them, they did prepare a summary of it and the particular discrepancy, I think, might be simply as a relatively technical matter. When one summarizes data one inevitably loses a portion of it.

I have not had this brought to my personal attention and if you would be kind enough to let us know about it in more detail we could then ask them to provide something in the way of an explanation, if you would like it.

**Mr. Sweeney:** An extension to my question: What are the safeguards, other than the reputation of the researchers themselves, that an institution like OISE would have, again as part of its internal operation, to ensure that what goes out over its byline is representative of the research that has been done?

Do you rely totally on the reputation of the researchers or do you have some internal mechanism to ensure that if is going to go out over OISE's name or is going to go out as the work of OISE, that it is as accurate as it can possibly be, accepting the fact that no one is 100 per cent accurate?

**Dr. Churchill:** I think you should always take into account the fact that a research study is not published as an OISE research study. Our researchers undertake studies for sponsors. We use specific mechanisms and procedures. Some of them are internal and some of them are external.

The most important one in studies such as Interface is the close work which occurs between the principal investigators of a project and the liaison officers and the advisory boards that frequently surround such a project. So a report such as the one you are dealing with not only is produced and reviewed internally but before coming into print is reviewed by both officials of the ministry and by educators who were associated with the project, before being finally published. That is my understanding.

We do this as a matter of course with larger projects. With smaller ones we have different procedures. It is relatively complex, depending upon the nature of the research. Some research is considered to be a person's free research and under the general idea of academic freedom a person publishes without any reference to anyone.

So there is a whole spectrum of controls, some of which are intended to protect the public in general and some are less broad.

This was not published by us. It was published by the Ministry of Education.

**Mr. Sweeney:** I will get back to the OISE on the specific reference.



**Mr. Grande:** I am concerned that through these test items is it or is it not possible to get at standardization? I understand that right now a board says, "Yes, we would like to do it." Then a team goes into that particular board and institutes that test or administers it, whatever. I understand there is a matrix. In other words, the board can decide what to have.

Could it not be used for standardization purposes? Once all this information is fed into the computer—which, I would assume, is going to happen—would it not be possible to pull a particular test that was done in board X and compare it with a particular test item done in board B?

**Dr. Shapiro:** There is no presupposition that all the data will be fed into a computer. That is, different jurisdictions will use different amounts of the pool in ways that seem appropriate to them. There is no need for it all to be data analysed in one central way, so there is no need to assume that the data is going to be used that way.

However, if you are asking whether a board that wants to can somehow subvert the system, the answer, relative to OAIP and anything else you can think of, is yes. It is possible to subvert systems if you wish to mislead the public or your constituencies or anyone else. It is always possible to say one thing and do another. That is the value of this kind of public forum and any other kind of public forum we have in the system we live under. That is the basis on which we have it.

**Mr. Grande:** So, therefore, you are saying if the board wishes to misuse it it could. I accept that. But you are also saying that within a board a school can be compared with another school.

**Dr. Shapiro:** It is possible to imagine the use of the instruments in that way. If they decide to give the same set of items to one school and the same set to another school and compare them, they can do that.

**Mr. Grande:** I wanted to ask Dr. Russell a question but perhaps, given the time, we might as well ask it here and see what happens. What kind of work was done to make sure that the test items did not have a linguistic bias or a cultural bias?

**Dr. Shapiro:** I will ask Dr. Churchill to respond to that question.

**Dr. Churchill:** You must understand a bit about the system of development of items, which is not simply that a single person sits down in a room and writes an item. Rather, in the entire system there is a set of advisory

boards made up of educators from across the province who are involved in the study and careful scrutiny of these items.

My understanding is that they all work within a framework of policies that are relatively clear and straightforward in terms of the ministry policy. I believe these educators are all drawn from a representative sample of constituencies and are concerned about the issue of bias.

The issue of linguistic bias is one that is a bit more complex. You can have a student speaking perfect English and an item in perfect English and there can be a linguistic bias.

That is one of the problems you run across in writing a test question or an assessment instrument. It has to be good enough for the students to understand in the light of your educational objectives. In other words, that is what we have. There is a human process of careful scrutiny with multiple revisions built in to eliminate overt bias.

Then there is a technical procedure of measurement, if you like, whereby you eliminate those items which, having been tested on students, do not tend to meet the objectives you are setting for yourself. So it is a two-level system. It has an amount of error built into it, but we attempt to squeeze the error to such a point that you can predict that on average it is not going to affect people badly.

**5:40 p.m.**

Still, there have to be other criteria and standards set down and there is a responsibility on educators, on teachers, on school boards and on the ministry as a whole to ensure that the instruments are used in accordance with proper precepts of education. That is something that the instrument pool, as an entity, cannot guarantee, but it is something that has to be built into the educational system as a whole.

**Mr. Grande:** Let me follow that up.

**Hon. Miss Stephenson:** This is one of the purposes of the committee that Dr. Shapiro was chairing.

**Mr. Grande:** In certain boards in the past 10 to 15 years they decided to do away with the testing of kids, whether in terms of achievement or psychological testing or what have you, simply because the tests were culturally biased.

I hear what you are saying. However, I want my fear minimized if it is at all possible. Obviously we are talking about an Ontario that is clearly different from what it was 15 years ago.

You are saying that these test items are screened by educators from all over the prov-

ince, supposedly representative of different boards and committees. However, given the cultural bias that existed in those tests administered 10 years ago, what is the likelihood of that being squeezed out?

**Dr. Churchill:** Mr. Chairman, we are dealing with two questions, as I understand them. One is addressing the operation of the system in the past, which I believe is probably not my domain. The other is a general issue of how tests interact, and I think Dr. Shapiro should be the person to talk about that.

**Dr. Shapiro:** I think the question of cultural bias is a very real one, but I do not think we should let ourselves believe that if we do not test, cultural bias is eliminated. What is a test? It is a way of observing certain kinds of student behaviour.

We all carry around with us a certain amount of cultural bias. Each teacher does, each student does, each parent does, each person does. All we can do is to try to reduce that to a minimum by a conscious effort of the kind Dr. Churchill described relative to these test items.

There is another point to be made. One of the consequences of cultural bias, as well as a number of other things, is that the mistake you can make in evaluation is imagining that any one way of looking at a student, a teacher, a school district, a program, or whatever, will do.

As in all evaluation schemes, the only real safeguard is that we be as technically or professionally careful as possible, and that we be heterogeneous in the sources of data we look to; that we not simply rely on a test or some other system; that we try to make this reasonably heterogeneous so we can minimize the kind of fear you rightly express. To claim that we, the institute, or any wider group of Ontario citizens could eliminate that fear would simply be unrealistic and, I think, untrue.

**Ms. Fish:** In reviewing analyses that have come from jurisdictions other than Ontario, it seems to me there have been studies to suggest the line between cultural bias and linguistic bias is fuzzy indeed, that the one reflects the other.

In an effort to understand Dr. Churchill's reply about efforts to eliminate linguistic bias, I wonder if I was right to infer that the efforts were to eliminate the use of idiom or jargon, possibly bordering on dialect, in the questioning.

You used as illustration a person who is perfectly fluent in English posing the question, a person who is perfectly fluent in English reading

or responding to the question and the possibility of linguistic bias entering. I am not clear on what you meant by it and what you were suggesting your procedures are for guarding against it.

**Dr. Churchill:** The issue of linguistic bias is extremely complex. A portion of the pool is meant to measure ability in English. One might say the whole issue of measuring ability in English is to find out whether or not one is able to use the language. There is inherent in that something one can call linguistic bias. People have different levels of ability.

In other areas, such as in arithmetic, for example, what one is after is to ensure that the phrasing of the question is at an appropriate level for asking the question clearly. I think there is a final problem in the studies you are referring to, which is not so much an individual item that one is dealing with but rather with the total framework of evaluation based upon the administration of items. In other words, you can ask a series of questions and what you do with them depends upon the student.

I think we are dealing with two different levels. One is what you do in the question itself and the other is what you do with the question after you have it. I am sorry if this appears to be extremely complex. One of the things we are attempting in everything we do is to eliminate such bias, and we have eliminated what we can of it. But beyond that there is the question of how it is administered and that is an issue for educators at a certain point, rather than for test developers.

I have raised an issue and I defer to Dr. Shapiro's knowledgeability on the particular topic of general testing if he would like to make further comments. There is no simple answer to the question, I am afraid.

**Hon. Miss Stephenson:** Could I make one comment? I think the members of the committee should understand that we are not proposing that the test instruments in OAIP should be the only method of assessment of achievement or progress of each individual student. It is a significant component of that, but it is not the total assessment mechanism.

Certainly we are depending upon the teacher's professional capacity to observe the child in the classroom to understand the particular problems of that child in terms of that child's background. This must be taken into consideration in addition to whatever is developed as a result of the use of the instruments in the pool.

I think that is what Dr. Churchill was alluding

to quite clearly; that the tests which have been developed have been developed in two languages only, English and French—outside of numeracy, which I suppose is yet another language. I assure Mr. Grande that we are not proposing to use any of the instruments at this point for the children—not on the children, or of the children, but for the children—in the very early educational program, where a linguistic capacity in the two official languages might not be sufficient to give a reasonable response.

**Mr. Grande:** It might not be sufficient in grades seven or eight, Madam Minister.

**Hon. Miss Stephenson:** For certain young people, yes, that is true.

**Mr. Chairman:** Mr. Grande, I believe you had one more question.

**Mr. Grande:** I don't know if it is just one more question. That depends on the answer, obviously. I don't think my question is to the researchers—you just prepare the tests—because it refers to the application of tests.

I assume the major purpose of testing is to give teachers a knowledge of the children and the progress they are making, so teachers may adapt or change what they are teaching—which is a laudable reason for doing it, obviously.

**5:50 p.m.**

I guess this question is to the minister, or perhaps the researchers can help. In what kind of language—and I do not mean English, French or whatever—are the teachers going to have those results in order to use that information to help the child improve skills or acquire new skills? Since work will have to be done towards that goal, in what form will that information be available to the teacher?

**Hon. Miss Stephenson:** I think I understand the concern which prompted the question. I have a suspicion you are suggesting the results of the use of any set of instruments in the pool for a subject area would be transmitted to the teacher in a computer printout or something of that sort. Is that it?

**Mr. Grande:** I am just asking. I really don't know. I have not done on a lot of work on the instrument pool so far, but I will be digging into it from now on.

**Hon. Miss Stephenson:** I think Mr. Penny should respond to your question.

**Mr. Penny:** Mr. Grande, at the moment the instruments are available to teachers in hard cover and paperback. If you are a classroom

teacher and you plan to use some of these, I can inform you that all the items are referenced to specific objectives in the provincial guidelines.

At a certain point in your classroom program, you will want to assess progress in relation to the particular group of objectives you have been pursuing over the previous period. You would presumably select from that part of OAIP some of the instruments or items related to those specific objectives.

You might simply Xerox the sheets, or put together and mimeograph your own test, interlard those items with some of your own that you would use—there are many different methods. Eventually you will get the results for both an individual child and the class.

For those items for which there have been field trials—and field trials have just been completed in the intermediate English and mathematics—there will be made available and associated with each instrument or item, normative information, giving the difficulty level for that item. It would be information that would say a certain percentage of students in advance courses or basic courses, or whatever, tend to get this item right.

As a teacher you can then reference the performance of your class or of an individual student to get a profile of the skills that the individual student has or has not acquired and in that modify your individual plan for either the entire class or the particular.

Here is a sample of the form in which they are going out. In response to a question you asked earlier, Mr. Sweeney, ultimately the information will be deliverable in mechanized ways through the computer terminals, but that is in the future. At the moment these are made accessible for classroom use in the most readily available form.

It is in that fashion, I think, Mr. Grande, that the average teacher would receive the results. It would be mostly informal. The teacher would pick some of these items for use in his or her classroom tests and information would be available about the performance of students on that particular item which would serve as a reference point for the teacher's evaluation.

In assessing the result, the teacher would have to take into account all those other factors Dr. Shapiro mentioned, including the cultural and linguistic background of the particular student. Obviously that has to bear on the interpretation the teacher places on those results, since the normative data would not take those factors into account.



**Mr. Grande:** Then it comes down to the question of how they are different from the tests I remember using as a classroom teacher for testing reading or mathematics. The only difference is that the previous tests were made in the United States and these are made in Ontario.

**Hon. Miss Stephenson:** I think that is a significant difference.

**Mr. Grande:** I appreciate that. But the fact is you are telling me a teacher in a classroom could standardize for a particular classroom.

**Mr. Penny:** Mr. Grande, that has always been the case. There is a major difference, however. Previously, commonly used tests have been norm-referenced, and that means you generally take the entire test, like the Canadian Test of Basic Skills—which actually is based on the Iowa Test of Basic Skills and goes back to development in the early 1930s in Iowa—and that is administered as an entity. All the items and the results of your class or your individual are compared with norms.

The Ontario assessment instrument pool differs very basically in that the items are—the technical term is criterion referenced, that is you select individual items that relate to individual objectives, so in a sense you mix and match as a teacher. You pick out those items that relate to the objectives you are trying to achieve with any particular group of students.

That is a very fundamentally different way of looking at testing which has become important in the last few years. It is one of the major ways in which OAIP would differ from some of the standardized tests that we have been familiar with in the past.

The second is the one that Dr. Stephenson has already alluded to, the fact that they are directly referenced to the objectives in the current Ontario guidelines. That certainly has not been true of most of the standardized materials which are generalized to have the widest possible sale and usually concentrate only on those relatively few objectives which are common to everyone's curriculum in whatever jurisdiction.

You will find here items specific to what we are doing in Ontario and hence potentially much more useful for our educators.

**Mr. Grande:** Do not misunderstand me. I am just seeking information. As I said at the outset, I really do not know very much about this and I will look into it.

**Mr. Sweeney:** Coming back, sort of by the back door, to the question I raised earlier, Dr. Shapiro. I have a copy of the field development newsletter of which, of course, you are well aware. I gather this one is put out by Mark Holmes, a man with whom I have had some contact and for whom I have a high regard.

Let me just read one section with reference to Interface and SERP. The paper tells us—this is SERP: "According to studies, standards do not appear to have dropped. Surely part of the problem is that we are almost totally ignorant of that topic. Ontario's Interface study only compared the small minority of students who took grades 12 and 13 mathematics and physics. It found no significant change over 10 years in the former subject, and a significant deterioration in the latter.

"SERP makes the strange claim that the level of performance in 1977 compared favourably with that of a decade before. The publishers of the Canadian Test of Basic Skills had to lower their Canadian norms for reading and mathematics increasingly from junior to intermediate grades a few years ago. Unfortunately, we simply have no idea what has happened to standards in Ontario and in most subjects for the mass of the student population over the last 20 years."

One of the reasons I asked the other question was that the impression left by Interface was that everything was great, and the minister's comments, of course, would seem to attest to that. Yet here we have Dr. Holmes, a member of your staff, who seems to be saying, "Sorry, 'tain't so," and that Interface and SERP are saying very different things.

**Dr. Shapiro:** What Dr. Holmes is saying is something that I think I agree with, although I would not put it in nearly the sweeping terms that he did. That is, we do not have the kind of systematic information about school effects that we would like to have in order to answer adequately the question you have just raised.

We just do not have that kind of information. It would take a very massive research effort to even begin to acquire it. The effort might well be worth making or it might not be worth making; that is another matter.

If you are asking whether we know absolutely clearly whether things are good, bad or indifferent, the answer is we do not. We have no very precise data on school effects over time for this constituency or for any other that I can think of at the moment.

This is especially the case if what you are

talking about is specific achievement areas. There are data in certain much larger constituencies of very generalized achievement notions over time, but those are very hard to connect up to any specific school experience. So I would agree with Dr. Holmes, the data we have is incomplete.

6 p.m.

In a more general mode, that is after all the nature of being in a sense a professional; whether one is a professional teacher, or a professional salesman, or a professional anything, we act reasonably with incomplete data at hand. If the data were complete, of course, it could all be done technically.

I believe—and others may or may not believe—that teaching is not entirely a technical skill; of course, it has technical parts. One of the reasons for that is the information upon which we wish to act is incomplete. What we therefore try to do is act reasonably in the lack of complete information.

**Mr. Sweeney:** I appreciate the time, Mr. Chairman, but there is a key here that I think we should try to at least develop a little further while we are on the topic.

I want to come back to the question put very succinctly by the member for Brantford and the minister's response as to just what we are trying to accomplish in our schools. This comes back to an issue we were discussing yesterday.

If we set up certain goals and objectives for the school systems, if we put out programs that supposedly are to meet those goals and objectives and then we really do not have any way to check as to whether we are being successful or not, if there does not appear to be any evidence, according to what Dr. Holmes has said and what I understood you to be saying, that we really know whether we are being successful or not, in fact it would seem that we do need a whole new way to look at this and we cannot just, quite frankly, Madam Minister, go along with the fairy tale. You know that great, idealistic world out there, where everyone is happy and it is sweetness and light—'tain't so.

**Dr. Shapiro:** I do not want to respond for the minister so I cannot answer directly; but I can say, first of all, it is not a question of not being able to do that, should there be a policy decision to do so. Secondly—

**Mr. Sweeney:** If we vote you another half a million dollars, you could—

**Dr. Shapiro:** I do not see why the institute has to be the agency for that activity.

**Mr. Sweeney:** I am only kidding.

**Dr. Shapiro:** Another matter is that is quite different—your question is quite different from the previous question. That is, it is not at all necessary to go to standardized, province-wide kinds of examinations to answer the kind of question you have just raised. That is one of the ways of doing it, but I would suggest there are other, much more effective ways of doing it that could also be considered once a decision was made.

**Hon. Miss Stephenson:** If I might interject, one of the, perhaps I might call them advantages of OAIP, is that it could be adapted for that kind of provincial use if it were considered to be appropriate.

**Mr. Sweeney:** Every time anyone suggests it there are howls of, "Don't you dare." I have not heard anyone say, "Maybe we will."

**Ms. Fish:** Are we hearing that maybe we should?

**Mr. Sweeney:** Yes.

**Mr. Gillies:** I just asked the question.

**Hon. Miss Stephenson:** I really would have to say that I am not at all sure there have been howls of protest regarding useful and valid sampling, in terms of the utilization of OAIP. On a universal basis, yes, there may be howls.

**Mr. Sweeney:** That is all I wanted to ask.

**Mr. Chairman:** We have one more question. Mr. Dean?

**Mr. Dean:** Mine is noncontroversial, Mr. Chairman. I think it would help some of us to evaluate what is going on here if we could have a short, descriptive list of what OISE has done over the last year or so and what it proposes for the coming year.

**Hon. Miss Stephenson:** Yes; that we can provide for you tomorrow.

**Mr. Dean:** Yes. I mean short, I do not mean 10 pages each.

**Hon. Miss Stephenson:** Can we condense the list we have?

**Mr. Dean:** No, not today, but I think we should have it so we can refer to it, because OISE is often regarded by the man in the street as a real castle-in-the-air enterprise and I want to be able to confirm or refute that.

**Dr. Shapiro:** I should say, Mr. Chairman, that I do appreciate the committee's change of procedure in order to provide me some opportunity to speak with you this afternoon. I will be on the west coast for the rest of the week but I

can assure you there will be other representatives of the institute here tomorrow if you have any questions to ask.

**Mr. Chairman:** Thank you, Dr. Shapiro, Mr. Skolnik and Dr. Churchill.

I would like to recognize for the benefit of our committee members a number of distinguished representatives from the ministry who have been sitting here patiently for the past two days now and will be here tomorrow, as well as on Monday:

Mr. Penny, the executive director, planning and policy analysis division; Mr. Kidd, the acting assistant deputy minister, administration and finance division; Mr. Kipp, the assistant deputy minister, Franco-Ontarian education; Mr. Podrebarac, the assistant deputy minister, education programs division; Mr. Rist, the executive director, regional services division; Mr. R. A. L. Thomas, executive director, curriculum development division.

I believe Dr. Parr from the Ontario Educa-

tional Communications Authority has left. Mr. Ian McHaffie, president, Ontario Educational Services Corporation, is here.

Welcome and I am sorry we are introducing you as late as we are.

I would like to remind our committee members there is no sitting of the House tomorrow. Given that we have a little less than seven hours remaining for three votes and a total of approximately 30 items, after we convene tomorrow we will continue, Madam Minister, with your response. Perhaps we should try to get into the first vote, if possible.

**Ms. Fish:** Pushy pushy.

**Mr. Chairman:** The committee will meet at one o'clock, not in this room but in committee room No. 1.

It is confirmed that we will be discussing the Workmen's Compensation Board report on June 16 and 17. Copies of the Weiler report will be distributed to you this week.

The committee adjourned at 6:07 p.m.

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### From the Ministry of Education

Penny, D. A., Executive Director, Planning and Policy Analysis Division

### From the Ontario Institute for Studies in Education

Shapiro, Dr. B. J., Director

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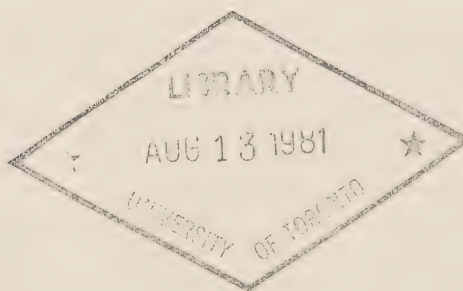
No. S-7

# Legislature of Ontario Debates

## Official Report (Hansard)

### Standing Committee on Social Development

Estimates, Ministry of Education



**First Session, Thirty-Second Parliament**

Wednesday, June 10, 1981

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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## LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Wednesday, June 10, 1981

The committee met at 1:19 p.m. in committee room No. 1.

ESTIMATES, MINISTRY OF EDUCATION  
(continued)

**Mr. Chairman:** I see a quorum. I call the committee to order. When we recessed yesterday we had completed a series of questions that were addressed to the representatives of the Ontario Institute for Studies in Education.

Thank you, Madam Minister, for interrupting your response to the comments from the opposition critics. There is a limited time left for the votes. It is up to you how long you wish to respond to these comments, but I would appreciate it if it would be reasonably brief.

**Hon. Miss Stephenson:** I shall try to do that, Mr. Chairman.

**Mr. Grande:** I do not think the recommendation you made to the minister is a good one because if the minister does not respond adequately then we will jump in with questions anyway.

**Hon. Miss Stephenson:** Surely the chairman understood that.

**Mr. Chairman:** What I really meant, Mr. Grande, is that yesterday we introduced a number of representatives from the ministry and in the responses we moved through the various items on specific votes. I am sure the minister will ask these representatives to assist you in answering questions later that you may not want to go into details about.

I am not asking you to limit your comments but simply to allow the ministry representatives to go into specific details as we proceed with the items or votes.

**Hon. Miss Stephenson:** Mr. Chairman, at the request of members of the committee yesterday, we have some documentation available for distribution today—the funding of OISE, the research background for the secondary education review program—and we will distribute this to the members of the committee.

If it would be acceptable to both opposition critics, I think there might be some rationale for combining responses to similar questions. Are you shaking your head no?

**Mr. Sweeney:** No, no problem.

**Hon. Miss Stephenson:** Since both raised questions about the general legislative grants, I wonder if we should move to that. Mr. Grande asked for information on legislative grants to school boards from the year 1971-72 until the present in constant dollars. We do have a document that provides that information.

Since 1970 the increase in the net expenditure of school boards has increased by 18.4 per cent; the increase in the GLGs, that is, the provincial contribution, has increased by 19.3 per cent, specifically in terms of grants; the increase in local taxation has increased at the rate of 17.4 per cent, which has to be modified by the increase in the assessment base across the province.

I believe this is significant and something in the order of 50 per cent in that period of time so that the local taxation base increase is not really at the level of 17.4 on average for each of the local taxpayers, but the school board expenditure per pupil has during that period of time increased by 32.8 per cent. That information in constant dollars is available if any member of the committee would like to have it.

1:20 p.m.

**Mr. Sweeney:** Were those figures annual average figures?

**Hon. Miss Stephenson:** No, that was the total percentage increase over 11 years from 1970 to 1981 in constant 1970 dollars.

**Mr. Sweeney:** It is just that we are talking of eight, nine, 10 per cent a year and the 18 per cent over a decade does not fit in that.

**Hon. Miss Stephenson:** We are talking about constant dollars.

**Mr. Sweeney:** All right.

**Hon. Miss Stephenson:** Currently, the rate of support for school boards through the GLG is precisely as it was in 1970; it is a little higher, actually. I think for 1981-82 it is 52 per cent; in 1970 it was 51.4 or 51.5 or 51.6 per cent, if I am not mistaken.

There are other significant contributions the province makes in support of educational programs at the elementary-secondary level that I feel should be included in any assessment

of the level of contribution made by the taxpayers through the provincial government. This would include the teacher superannuation employer portion and the tax program relief for senior citizens, which has a significant portion applied directly to payment of education taxes by those over 65.

If we were to include the rate of provincial support with the GLG, plus teacher superannuation, in 1970 the total was 53.3 per cent and for 1981 it is 61 per cent. It is significantly higher if we include the seniors' tax rebate as well.

The total budgetary expenditure for elementary and secondary education as a percentage of total budgetary expenditure has decreased from 20 per cent in 1971-72 to 15.7 per cent in 1981-82. But I think it is rather meaningless to make this comparison without examination of the need for services. In the period from 1970 to 1980, total elementary and secondary enrolment has declined by approximately 10 per cent, while the total population of the province has increased by 13.5 per cent. It might be considered ludicrous in the light of that population shift to anticipate that expenditure on education would remain constant as a percentage of the total provincial budget.

I think a more meaningful measure of provincial commitment to education is to look at the actual dollars allocated to education. I would hasten to add that from 1970 to 1981 grants to school boards, not in constant dollars, have increased by approximately 190 per cent.

**Mr. Sweeney:** Do you have that broken down on a per student basis? When you talk of making comparisons, surely the only really valid one is how many dollars you spend on each student so that even though the general population, relatively speaking, goes up and the student population goes down, the fundamental figure is still how many dollars are expended on a per pupil basis.

It is obvious that if there are more people in the population, they are going to need more health and social services; so there is going to have to be more money there.

**Hon. Miss Stephenson:** You are right. We do have the figure of the per pupil grant from 1970 to 1981 and the increase in that area on a dollar basis.

**Mr. Sweeney:** Do you understand the thrust of my question?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** You are really trying to make comparisons.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** In the final analysis, it is the only valid one.

**Hon. Miss Stephenson:** The percentage increase on the basis of per pupil grant during that period of time, given the shift in population, is probably a more meaningful comparison. That can be developed. We do not have it here at the present time.

**Mr. Grande:** I asked the minister about that yesterday.

**Hon. Miss Stephenson:** I really do not recall that you did. That was not the essence of the question you asked yesterday.

**Mr. Grande:** The per pupil grant, both elementary and secondary, in constant dollars from 1970-71 to 1980-81.

**Hon. Miss Stephenson:** Yes, and that is what this is. You did not ask for it on a per pupil grant basis.

**Mr. Grande:** Yes, I did.

**Hon. Miss Stephenson:** Did you? That is not what I had noted. I am sorry, but we will get that for you.

The question of Don Bosco was raised. We have gone through all of my correspondence with anyone related to that matter, and there is no mention in my correspondence of any statement on the part of the minister related to a solution by June 1.

Specifically what I said was I had asked the boards for the course of action they would propose in order to provide us with assistance in the determination of a permanent solution for grades nine and 10 Don Bosco students by June 1, 1981. It was the boards that were to provide that information by that date.

I am aware there was a telegram from the Premier (Mr. Davis) to a Mr. Pacini, I believe, in which the Premier stated we would announce no later than June 1981 the plans to ensure that adequate permanent facilities will be available for Don Bosco's grade nine and 10 students by September 1982.

"The ministry will announce no later than June 1981 the plans to ensure adequate permanent facilities for Don Bosco's grade nine and 10 students by September 1982." That was contained in a telegram sent by the Premier at one point.

**Mr. Grande:** Do you not think that telegram by the Premier would give the people the impression that by June 1981 there would be some solution to the permanent facility that they have been seeking?

**Hon. Miss Stephenson:** Certainly it is my understand that the Etobicoke board proposal

encompasses the solution for grades nine and 10 for September 1982 and encompasses, as well, a solution for that entire body of students for September 1983.

**Mr. Grande:** Are you prepared to make a statement in that regard tomorrow?

**Hon. Miss Stephenson:** No, because there are discussions going on between the two boards to finalize whatever is determined.

**Mr. Grande:** Then are you prepared to make the statement that you are not ready to make a statement?

**Hon. Miss Stephenson:** Now that is an exercise in futility.

**Mr. Grande:** Do you see what happens here? You produce expectations in people's minds.

**Hon. Miss Stephenson:** I have produced no expectations except an expectation that the two boards together would provide a solution.

**Mr. Grande:** That telegram from the Premier, of which I do not have a copy, as you have read it, seems to me to have some sense of finality for June 1.

**Hon. Miss Stephenson:** No, it does not. It says "no later than June 1981." I would remind you there are 30 days in June.

**Mr. Grande:** Then before the end of June, I guess.

**Hon. Miss Stephenson:** It is my sincere hope.

**Mr. Sweeney:** Could I get some help in reconciling something? My reference is the same article I mentioned to you yesterday, the Toronto Sun article of June 2.

**1:30 p.m.**

There are two comments there. One was that during the provincial election the minister promised that by June 1 the students would have a school for September 1982. I understand that to mean that by June 1 you would have been able to indicate to the parties concerned what the settlement would be as of September 1982. That is one reference we have.

The other comment is a letter from the Premier and the minister—the letter from the Premier may have referred to the telegram you just mentioned—offering a permanent settlement by June 1. From what I heard you say yesterday, the accommodation for grades nine and 10 students in a combination of Transfiguration school and the nearby public elementary school—I have forgotten its name, but that's not important—would be effective September 1982.

**Hon. Miss Stephenson:** No, that is the Metropolitan Separate School Board's interim solution for the school year 1981-82.

**Mr. Sweeney:** That is September 1981.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** That solution would remain in effect until September 1983.

**Hon. Miss Stephenson:** September 1983? I don't know. What you will find if you read the correspondence is that I asked those two boards to give me information by June 1, 1981, which would ensure on the part of the Metro separate board an interim solution to accommodate students for 1981-82. Their concern was to move them out of their present site, or to leave them in their present site if that was their decision.

I specifically asked the Etobicoke board to compress the examination, which is established under its policy guidelines, to review all the schools in the Eglinton corridor and to determine by June 1, 1981, which of those schools might be made available for the Don Bosco students for September 1, 1982.

**Mr. Sweeney:** Secondary or elementary? We are talking for September 1981 about two elementary schools as a temporary solution.

**Hon. Miss Stephenson:** My request to the Etobicoke board was that it find in that Eglinton corridor, which contains five secondary schools, a school which could be made available to the Metro separate board for the permanent accommodation of the grades nine and 10 pupils of Don Bosco for September 1982.

The response I have from the Metro separate board is that its temporary solution is to transfer the Don Bosco students to the Transfiguration school and the students in the Transfiguration school to the Martingrove elementary school for whatever period of time. I do not remember the precise time lines in that response from the Metro board, or if there were any, but that was its intention for September 1981.

I did not receive a response from the Etobicoke board about their initial resolution; but as a result of the restructuring of their resolution, the response was that they would stop any enrolment of grade nine students in the public system in Keiller Mackay for this year; that they could accommodate the grades nine and 10 students of the Don Bosco group in that school in September 1982; and that the school would be available for transfer—if I remember the wording correctly—to the Metro separate board for its use by September 1983.



**Mr. Sweeney:** That is the current proposal of the Etobicoke board. Has it or has it not been ratified?

**Hon. Miss Stephenson:** It is a proposal which the board has voted on and has supported.

**Mr. Sweeney:** You are now waiting for the separate board to accept that proposal. Is that what the situation is?

**Hon. Miss Stephenson:** No. I am now awaiting the outcome of certain discussions that have gone on between the two boards.

**Mr. Sweeney:** Is there any doubt that the Martingrove elementary school is available for this September?

**Hon. Miss Stephenson:** No, none.

**Mr. Sweeney:** That is confirmed?

**Hon. Miss Stephenson:** That is confirmed. I do not think the lease has been signed at this point, but it is certainly a gentlemen's agreement between the two boards that that school will be available for the elementary students who are at Transfiguration.

**Mr. Grande:** Since we have had an invitation from you to look at the correspondence, would you be willing to let us have it?

**Hon. Miss Stephenson:** I have only one copy of these.

**Mr. Grande:** You can give it to us later on at least.

**Hon. Miss Stephenson:** It goes back to July 16, 1980.

**Mr. Grande:** It appears to me that the perception you are providing for this committee is not the perception the community has. That is the reason for asking.

**Hon. Miss Stephenson:** That does not surprise me, Mr. Grande.

**Mr. Grande:** I just wanted to put it straight that the community's perception is different to yours; therefore they had expectations.

**Hon. Miss Stephenson:** Mr. Grande, if I might interject, I did make a specific request of both boards that my correspondence with them be publicized because I was aware that there was a great deal of misinformation about the content of the correspondence, at least that for the last five or six months. I asked them specifically to make the correspondence between us public. I believe that was carried out by both boards. I have no reason to doubt that.

**Mr. Grande:** Would it be possible, at the same time as you provide copies for us of that correspondence, also to provide us with a copy

of the correspondence you had with the Etobicoke Board of Education regarding Keiller Mackay school.

**Hon. Miss Stephenson:** I have given you all the correspondence I have had with them.

**Mr. Grande:** Fine. Thank you.

**Mr. Sweeney:** Mr. Grande, have you finished questioning?

**Mr. Grande:** I am finished, yes.

**Mr. Sweeney:** Can I touch on the aspect of Don Bosco that is highlighting part of the problem, that of the portable school? I am sure you are well aware of the various descriptions that have been given to that particular location.

**Hon. Miss Stephenson:** I am aware of your leader's description, yes.

**Mr. Sweeney:** That is one description. Beyond that, there is the survey done by, I believe, the Catholic teachers' federation with respect to the number of portables around the province. Does the ministry have any internal policy about the broader issue of schools that have a significant number of portables attached to them, above and beyond what would be expected even in this period of capital freeze?

**Hon. Miss Stephenson:** In the areas of growth affecting separate school boards, the policy regarding the allocation of capital for the construction of schools is based on the establishment of a school community, that is, a reasonable number of pupils to require a school. We are aware that the instant subdivision phenomenon has overtaken several of the separate school boards in a way they had never anticipated, and that has caused them some difficulties.

We are also aware that certain communities have established schools entirely of portables on the site of existing schools because they had not purchased land to provide for those schools. I do not think we can build schools without clear evidence of a school population requiring those schools, and that imposes some difficulties upon the ministry.

Traditionally, when a piece of land was opened up for development, houses were built, people came along and looked at the houses, made the decisions about buying, moved into the houses and gradually a school population developed. Now what happens is that when a piece of land is opened up, the developer marks out the lots and sells all the houses before they are built so that by the time the subdivision is finished there is an instant population.

The school boards have a great deal of difficulty to predict their requirements with this change in philosophy of new subdivision development. We have been attempting to assist them through a number of mechanisms, for example, using a core school concept or a similar plan throughout a school board jurisdiction. All they really need is to have one architectural design which can be transposed from one place to another so that they would not have to go through all of the planning which is necessary in the development of a new school.

However, we believe that education in a portable is not necessarily a denigration of the education process, nor does it necessarily mean that the child is not going to learn. It is a reasonable alternative while the board and the ministry are in the process of deciding where a new school should be and getting on with the business of building it.

**Mr. Grande:** For 35,000 kids?

**Hon. Miss Stephenson:** I would venture to say there are a number of public boards with almost that many. If we look at the south end of York region, it has a very difficult problem. The north end of Scarborough and Peel have a problem as well. The growth has been in the Metropolitan Toronto area, which is the area that was looked at primarily by the Ontario English Catholic Teachers' Association, in the outlying areas of Metropolitan Toronto of the separate school board, because of the immigration that has occurred in this province over the last 15 years.

**1:40 p.m.**

**Mr. Sweeney:** Do you have an internal policy plan for dealing with those areas where the portable pressure is great and where it is reasonably obvious that a school is going to have to go in anyway? I know that under the present capital limitation you have to be extra careful about when you give final approval. The tendency is that approvals are taking longer and longer to obtain, and for a good reason. I understand that. It now appears you can start pinpointing those areas which are bound to go, for some of the reasons you have just given yourself. Is there a different way of planning in those areas to take cognizance of these portable facts?

**Hon. Miss Stephenson:** We do not know that they are bound to go. That is one of the difficulties. The release of land for subdivision development is entirely within the jurisdiction of the municipality, and the municipality may make that decision or may not make it. We also

cannot predict, once the land has been released, when the developers are going to build houses on it because they do not give us that information. We try to be aware of the places in which those pressures are likely to develop.

We have devoted 91 per cent of all of capital dollars we have to this whole area of constructing new pupil places for kids who do not have a place to go to school at all. It has almost all been concentrated in those growth areas about which OECTA has had some concern. We are going to keep on trying to do that. We have a number of plans which we will attempt to bring into effect, depending upon the circumstances.

**Mr. Sweeney:** You touched briefly on one solution, if I understood your description, as the demountable school, where you have the core and you can plug in the packages. It has been a matter of discussion for a number of years. The latest version of that, which I am hearing about from the school boards which have tried it, is that it is turning out to be very costly and in the long run may not be a capital savings.

**Hon. Miss Stephenson:** Initially, I do not think there is any doubt about the fact that it is probably as costly in the beginning as building a traditional school. The saving grace is that when that school needs to expand there is provision for expansion attached to the core, rather than expanding outside into just portable buildings.

The other aspect, which I think is equally important, is that when the school population in that area declines, as they all do, the community is left with a facility which can be used by the community, fairly readily, because you simply demount the classrooms and take them off elsewhere where you may need them. The community is not left with the spectre of—and I am trying to think of the name of that school just south of Highway 401 in Mississauga—Sherway Park School, which has become a cause célèbre within that community.

They do not need it as a school because there are almost no kids in the community at all. There is nothing else in that community which provides a community focus, but there is a traditional school building which has problems in being adapted to the kind of community focus which the local citizens would like.

**Mr. Sweeney:** I was not arguing with the concept or with the intent. I am only saying that some of the feedback I am getting is that for various reasons it is proving to be a very costly option. Does your feedback give you the same information?

**Hon. Miss Stephenson:** No. Our feedback is that it costs about the same as building a traditional bricks-and-mortar school.

**Mr. Sweeney:** What about when the units are actually moved? How often are they moved? What happens to the structure?

**Hon. Miss Stephenson:** We have not had a lot of experience with moving the units because the schools are of relatively new construction and in areas in which the school population is not, at this point, declining. Obviously, when they need to be moved it will cost relatively more than it does now because moving a portable costs more every year, and moving that kind of demountable unit would cost about the same as moving a portable.

**Mr. Sweeney:** If we are now encouraging boards to go in this direction, and there is some evidence already in existence, whether in this jurisdiction or others, my only concern is about those who say, "It is a great idea, but it seems to have been demonstrated that it does not work as well as we thought it would."

**Hon. Miss Stephenson:** I do not think that is so.

**Mr. Sweeney:** You do not have evidence to that effect?

**Hon. Miss Stephenson:** No, I do not think that is so. The one thing we had hoped was that initially the cost might be slightly less than the traditional bricks-and-mortar school in entirety. That has not been borne out at this point. I cannot honestly say we have any experience, and I am not sure of any board that has, at this point, about the long-term use or cost-effectiveness of that kind of school. The concept is still one that I think is valid.

One of the difficulties with the cost at this point is that because not enough boards have moved in this direction there are only one or two suppliers building the demountable units. When they are produced in a larger mass, I am sure the cost will be reduced.

One of the other things we should be looking at is the Eldale type of school. Some boards have done so. The Wellington-Dufferin-Peel Separate School Board has looked at it and has been co-operative in this area. The Eldale type of school is a very superior demountable, totally demountable. We have used that as well at Garneau and it is in our plan, which is en route right now, for Penetanguishine. Those are excellent quality buildings. We still have only one really good supplier, so the cost is not perhaps as low as one might anticipate it would

be for a totally pre-engineered building. But it is not quite as great either as it would be for a bricks-and-mortar type of school.

**Mr. Grande:** Since we actually were on a different issue, the Don Bosco issue, and went to the wider issue of portable classrooms, and since you mentioned that 91 per cent of the capital budget is spent in trying to relieve this situation, at least in those pressure areas, do you not think your capital budget is probably not enough?

**Hon. Miss Stephenson:** I would say so. Yes, of course. I think there is not any doubt that most of the boards in the province would say so as well. The capital budget for educational purposes is given some priority in terms of capital allocation, and I do not know that it would ever be enough.

One of the things I will be happy to tell you is that last year the requests of boards, in terms of their priority lists, totalled somewhere in the region of \$250 million. I am not sure that any jurisdiction would ever have enough capital to meet all of the requests of boards for what they perceive as capital requirements.

**Mr. Grande:** Whenever we ask questions, you put extreme cases.

**Hon. Miss Stephenson:** No. That is not an extreme case. That is not even meeting all of the demands of the boards. That is just meeting their priorities.

**Mr. Grande:** I am not saying to you that at any given time there is enough money to do any particular function, whether it be in education or anywhere else. During the 1960s, when there was a tremendous amount of money for capital construction, the Ministry of Education saw fit to put a tremendous amount of money into capital spending and schools were built. Now that is no longer the case throughout the province as a whole. In some areas of this province, the sharing principle—and I agree with that—has to take effect because some public schools, or whatever they are, are losing kids while others have a stable enrolment. Therefore, those facilities should be shared and new facilities should not be built.

1:50 p.m.

In the particular areas where both the public school system and the separate school system are growing, there is nowhere to share. Since you are saying that 91 per cent of that capital budget has been spent in those situations, then it appears to me that to alleviate the problem—I



am not saying put in millions of dollars more—the case can be made that some more should be put into that capital budget.

You make the point that you do not think the learning environment in a portable is different to that in a school building.

**Hon. Miss Stephenson:** No, I did not say that. I said I did not think it was denigrated severely in a portable. I come from North York and I have lived through the rapid expansion of North York during the time when the expansion in that specific area of Ontario was, I believe, greater than it was anywhere in any jurisdiction in North America. We lived with portable schools and the same kind of time lag we have right now. But we did not perceive then that eventually there would be a major decline in enrolment, so the capital construction went on in the traditional way.

We now know—I hope we have learned something as a result of that experience—that it probably is not entirely fiscally responsible, nor particularly wise, to construct schools every five or six blocks. What we are trying to do is to use the dollars that are available to us as wisely and as responsibly as we possibly can in support of the educational program of kids.

**Mr. Grande:** Which is fair enough.

**Hon. Miss Stephenson:** My role is to try to wheedle more in capital allocation out of the Treasurer of Ontario every single year, and I will keep right on doing it.

**Mr. Grande:** Why not? But I hear about 35,000 kids in portables.

**Hon. Miss Stephenson:** But that is not the total number.

**Mr. Grande:** I figure that it would be around 40,000 or 45,000, and not 35,000. And that is just the separate schools.

**Hon. Miss Stephenson:** What I am saying is that the separate schools do not account for the total number of children in portables.

**Mr. Grande:** That is true. Of course they do not.

**Hon. Miss Stephenson:** Nor will they ever.

**Mr. Grande:** Where there are boards, public or separate, that have facilities which the public and separate board can be sharing, I agree with you; there is no point in building schools. As far as I am concerned, it would be money wasted.

**Hon. Miss Stephenson:** Yes.

**Mr. Grande:** Every effort should be made to get going on sharing. There are people either in your ministry or in other ministries that can

make pretty good predictions about the movement of people. As a matter of fact, in a report that Darcy McKeough brought in about five or six years ago, there was a suggestion to shift the population in certain areas of the province. Maybe it worked; maybe it didn't.

**Hon. Miss Stephenson:** In some areas.

**Mr. Grande:** We can make some educated and accurate predictions on where the population in this province is going to be.

**Hon. Miss Stephenson:** I would not say accurate; I would say ball-park.

**Mr. Grande:** All right, ball-park figure. You mentioned two most critical areas, Peel region and York region. There is no reason to believe that the public school enrolment will go down in those areas, and the separate school enrolment is going up. Therefore, it seems to me there is a need for new facilities.

**Hon. Miss Stephenson:** Except that in those regions there are areas which have declining enrolment. There are school facilities available, if transportation is used, for many of the children in those jurisdictions. Boards have to make that kind of decision too.

**Mr. Grande:** We will have to get into busing in a big way.

**Hon. Miss Stephenson:** Some boards are into busing in a fairly large way right now.

**Mr. Grande:** Some boards have to bus.

**Hon. Miss Stephenson:** It is certainly not just within the Metropolitan Toronto area that this is happening. I would remind you there are many boards in remote parts of the province which are really into busing in a big way.

The question Mr. Sweeney raised, which is very close to the Don Bosco situation, school-sharing and so on, was the Penetang school, which is conceptually and, I believe, now even physically en route since we managed with a little bit of effort to solve the problem which was being posed by the local municipality. The school will be available very early in the fall. I am still hopeful it will be by September 7, which I think is the opening day of school this year, but it may be a few weeks later than that.

**Mr. Sweeney:** What was the final decision with respect to the actual physical plant of the new building? Is it classrooms only? What else is in that building?

**Hon. Miss Stephenson:** There is a gym-type facility, a library, offices, the usual amenities of washrooms, classrooms, and science—

**Mr. Sweeney:** There are specialized teaching areas?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** What is the physical proximity between the two buildings? It does not have to be exact.

**Hon. Miss Stephenson:** Five eighths of a mile, I believe, or something of that sort.

**Mr. Sweeney:** What are the transportation arrangements between them?

**Hon. Miss Stephenson:** At this point, I am not sure they have been finalized. The board has the intention of providing transportation for the shared facilities which will be used.

**Mr. Sweeney:** Are we looking at an ongoing shuttle system?

**Hon. Miss Stephenson:** No. It is a matter of scheduling. They have been providing some transportation for certain facilities, even at the Lafontaine school, which they have been using for the past year.

**Mr. Sweeney:** Are we to understand that the English students will use those specialized facilities, say, in the morning or the first five periods, and the French students will use them the last three periods?

**Hon. Miss Stephenson:** I cannot tell you because that scheduling will be done by the board in conjunction with the French language advisory committee, under the supervision of Mr. Beatty, who is the French language supervisor for the Simcoe county board. That scheduling will be worked out.

**Mr. Sweeney:** I raise it only because I think it is reasonable to assume that when the present planning model was accepted, some concept must have been accepted too. Are we talking of block scheduling, intermittent scheduling, or is it just whatever they can work out?

**Hon. Miss Stephenson:** Whatever they can work out. We have not played a part in the scheduling responsibilities of the Simcoe county board.

**Mr. Sweeney:** That was not part of the scene?

**Hon. Miss Stephenson:** No.

**Mr. Sweeney:** Is there provision on the existing facility for expansion, if necessary, or is it deemed that this is likely as large as it is going to be?

**Hon. Miss Stephenson:** You will recall that the request I made, and the position which was accepted by the Simcoe county board, was that we would monitor the situation and, depending upon the level the numbers reached by 1982, I believe, we would be looking at modifications of that facility in whatever way seemed to be most appropriate.

**Mr. Sweeney:** I have been in the Essex-Windsor area twice in the last month, and the word I am getting is that L'Essor school is proving to be very successful, even beyond the expectations of the people who prompted it in the first place.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** Is there any reason to believe that Penetang will be different from that? I raise the question because there were so many doubts before Essex and Penetang. People were saying, "Everybody is asking for this thing, but when it is there and in place, sure as shooting, they are not even going to use it" or something to that effect. You know what the public mood was.

Essex county has proved to be even more acceptable and better supported than most people thought it would be.

**Hon. Miss Stephenson:** I think that problems in Essex and Penetanguishene are quite different. There was a commitment on the part of the Simcoe County Board of Education to provide the program for the students and an acceptance of the responsibility of delivering that program as well. I believe the circumstances in the Penetanguishene area are somewhat different too.

**2 p.m.**

I cannot make a prediction. There have been predictions made by various groups. They do not necessarily jibe totally. If the experience in other parts of the province is borne out in Penetanguishene, I would think we would probably have total enrolment. I am not sure it is going to be much more than 90 this year, if that, but I believe in another year it will probably be double that.

**Mr. Sweeney:** Going back over the last four or five years when we look at the list, Sturgeon Falls, Cornwall, Penetang and Essex, each one of these has eventually turned out to be a popularly supported school. That is why I ask if Penetang seems to be fitting the same model.

**Hon. Miss Stephenson:** Quite honestly, I do not think there has been a total similarity in any one of the situations.

**Mr. Sweeney:** But would it be fair to say that in all of those situations, plus a couple of others I cannot even remember, in the final analysis, once the school was in place, the population supported it? There has been no experience, to my understanding, of where someone came along later on and said, "See, I told you so; it is not even being supported."

**Hon. Miss Stephenson:** Not to my knowledge.

**Mr. Sweeney:** Given that, do you foresee a different way of dealing with those kinds of situations should they spring up somewhere else? It seems to be a long wrangle that we have gone through.

**Hon. Miss Stephenson:** The policy which was enunciated on October 5, 1979, made provision for dealing with this potential problem fairly effectively in that there is an ongoing monitoring of all of the mixed schools in the province at the present time and, as I told you, there has been a move to the establishment of a French-language entity in a significant number. We now have 33 francophone secondary schools in the province as opposed to 27 or 28 when we began this program.

That monitoring continues. It involves the community, the school board, the students and everyone so that the decision of the community can be translated into fact. When the community decides and the school board supports the retention of a mixed school, we have simply said we will continue to support that kind of program, and that the regional office French-language supervisory staff will monitor on a regular basis to see whether that need is still perceived as being met within the community through the arrangement that is established.

Boards are moving in the direction of making decisions which they are not etching in stone in perhaps the way they did in the past.

**Mr. Sweeney:** Do you get a sense that the movement towards full French-language high schools is a continuous one or does it seem to have reached a peak? Can you predict with any accuracy that we are likely to see a new one every couple of years for the next decade? What is the trend?

**Hon. Miss Stephenson:** I do not have a crystal ball.

**Mr. Sweeney:** I am just thinking of the feedback you are getting from your offices. Surely they must project.

**Hon. Miss Stephenson:** I would think there would be no regular pattern, but in some communities there may be a movement in the

development of French-language entities and in others there will be a commitment to the concept of bilingual education programs. I really cannot give you a prediction except that I am aware that attitudes seem to have changed fairly dramatically and boards are much more sensitive to the needs of their French-language communities than they have been in the past.

**Mr. Sweeney:** Do you mean that they are more open to supporting a French-language school if that is what the community asks for?

**Hon. Miss Stephenson:** Yes, and there is more understanding of the requirements.

**Mr. Sweeney:** That is good because it seems that we have taken the last five or six years to try to learn that lesson.

**Hon. Miss Stephenson:** We are dealing with human beings.

**Mr. Sweeney:** I appreciate that. I am just saying that it is a good sign that the feedback you are getting, in your judgement at least, is that the lesson is at least being learned.

**Hon. Miss Stephenson:** It is really quite positive.

**Mr. Sweeney:** That is a good sign.

**Hon. Miss Stephenson:** When there have been disputes and the Languages of Instruction Commission of Ontario has gone in we have found boards being much more responsive to a significant number of its recommendations, perhaps not all of them, without the kind of resistance which seemed to be present in the past.

**Mr. Sweeney:** At this point, you seem to be saying that, in your judgement, we are not likely to see a repeat of those last four or five schools.

**Hon. Miss Stephenson:** I really could not predict that because I do not know in all circumstances what is likely to happen within specific communities, but it would appear that in the past year we have been able to solve problems without getting into the kind of wrangle which has occurred in the past.

**Mr. Sweeney:** That is good news. I hope you are right.

**Hon. Miss Stephenson:** I hope so too. That is the list of the additional entities that have been developed since October 5, 1979. I have mentioned the Penetang one. Then there are Kirkland Lake, Kapuskasing—the Kapuskasing board; the school is in Smooth Rock Falls—Stormont,



Dundas and Glengarry, the North Shore board in Blind River—the school has not been named yet—and the Geraldton board.

**Mr. Sweeney:** These are in the works at the present time?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** Could I have a list of those, please?

**Hon. Miss Stephenson:** Yes, no problem. If the committee would agree, it might be appropriate to put together all of the questions related to special ed Bill 82 and suggest to the committee that Len Hewitt, who is the chairman of the initiation team and who will be here and could be available to respond to your questions generally and specifically as well, might provide you with more direct information of the kind you need. I would like to suggest that perhaps we could ask Duncan Green to do the same thing about the initial response to SERP.

**Mr. Sweeney:** That suits me.

**Hon. Miss Stephenson:** I wondered if we might go on to Issues and Directions, which I believe was Mr. Sweeney's eleventh question, the status of the legislative amendments. We have been collating all of the responses to Issues and Directions and are producing a number of documents which will lead to whatever kind of action is required, whether legislative or otherwise.

You were asking specifically about school committees. One of the important activities which arose from Issues and Directions was the appointment of the committee on the role of the trustee.

**Mr. Sweeney:** Excuse me, I think I was referring to parental involvement.

**Hon. Miss Stephenson:** That is right. The matters which were included within the terms of reference of the committee on the role of the trustee included the concept of school committees with direct parental involvement in the transfer of some powers for the administration and supervision of schools. That committee was not made up only of trustees. The report of the committee, I gather, has been developed finally. I think it was completed on May 31 and is in the process of being printed. I have not seen it yet, but I shall be seeing it fairly shortly. We would hope to make that document fairly widely available so that people could respond to that.

I do not know at this point what was the recommendation of the committee related to the idea of trustee-parent committees for the

supervision of schools, but that was a matter which we felt fell fairly logically within the jurisdiction of the examination of the role of the trustee.

**Mr. Sweeney:** One of the reasons I raised it was that I did see a reaction paper to Issues and Directions in which that particular proposal was vehemently objected to.

**Hon. Miss Stephenson:** Yes, there were several.

**Mr. Sweeney:** Given the source of it, it does not surprise me. On the other hand, the lesson we seem to be learning over and over again is that the degree of parental involvement in the local school determines to a significant extent the smooth running of that school and the achievement of the kids in that school. It strikes me as being a desirable move; yet there is strong opposition to it from quarters you would expect to be opposing it.

How are you going to deal with that? When you talk of the trustees, I can obviously see their concern. "Here we are, the elected representatives of the people. We are the ones who are given the mandate to run the schools, and yet we are going to bring in a group of parents and what are they going to do? To what extent are they going to clash with us?" Obviously, those questions have to be dealt with.

**Hon. Miss Stephenson:** As you are aware, there are boards in which the concept has already been developed and is functioning. Those parent-teacher or parent-trustee committees serve as advisory committees to the school, working closely in conjunction with the principal and with the teaching staff, and do provide advice to the board related to the function of that school.

**2:10 p.m.**

I am convinced, after some of the responses I have heard, that if we had simply left out the word "powers" in that small phrase related to the potential function of these committees, we probably could have obviated some of the rather more violent responses to it. There were three very vocal and thoughtful members of the trustees rural committee, who are not trustees, who are actively involved in parent-teacher associations and who have very strong feelings about this.

As I said, I do not know at this point what the final decision of the committee was in this area. I will be interested to see it, and you will also have a chance to see it as well. I think it is something we should look at very carefully

because I do believe, as you do, that the active participation of parents within the school structure enhances, I think without any doubt, the educational quality which is delivered within that school itself. I am a strong and firm believer in parental participation, but I do not know precisely what it should be at this point. That is why I was asking for some rather more knowledgeable advice.

**Mr. Sweeney:** Again, I think it is becoming more and more self-evident that what parents do not want is just the opportunity to sit in a nice little circle and talk about things and then go away and have somebody else make the decisions. You are not likely to get the involvement of those parents who are serious about what they are doing if they do not have some decision-making power. I am not sure of the degree of it. It has got to be genuine; it cannot just be a perception.

Do you see any trade-offs in the powers of school boards? How far do you see this thing going? It could make a very substantial difference in the way in which schools and school boards operate and who makes decisions. One of the messages I am hearing over and over again is that the trend towards the alternative school, among other reasons, is taking place because parents in those alternative schools genuinely play a role in the operation of the school. There is no doubt about it; they have to. That is the only way most of the smaller ones can operate. Do you see it as a big issue, as I am trying to suggest, or do you see it as a passing fad?

**Hon. Miss Stephenson:** No, I do not think it is a passing fad. As the population becomes generally more knowledgeable about the value of education and more concerned about the education of their children, I believe that trend is continuing and parents are becoming more concerned about the kinds of roles which they can play in the education of their children. One of the roles must have something to do with the day-to-day functioning of the school their children attend. But how that is to be structured and the depth of the involvement is a matter which is relatively new to the public system as we understand it and, therefore, is something which we have to be fairly circumspect in proposing and in moving towards.

**Mr. Grande:** That is an idea of the 1960s; it is not fairly new.

**Hon. Miss Stephenson:** No, it is not an idea of the 1960s. As a matter of fact, when my children

first started to school it was a very active thesis, but it dwindled for some reason. That is 30 years ago.

**Mr. Sweeney:** It dwindled because we fail to recognize decision making.

**Hon. Miss Stephenson:** Because of the structure.

**Mr. Sweeney:** There really was no real involvement in the sense of parents.

**Hon. Miss Stephenson:** That depended upon whether there was receptiveness on the part of the administration of that school jurisdiction and on the part of the principal of that school. What we are saying now is that perhaps what we should be looking at is something which is more formalized, which is fairly well-defined and which offers people some scope for participation which they can perceive and may become involved in.

I do not know at this point what the structure is, nor do I know precisely what the depth of involvement will be. We are trying to explore this because we really do feel that it is an important factor in the educational system.

**Mr. Sweeney:** I understand that certain districts in Quebec have moved fairly forcefully into this field. Have you had any feedback from them as to what the success is?

**Hon. Miss Stephenson:** Yes, and I am not sure that we would want to copy the example of Quebec because I am not sure that they are an unmitigated success.

**Mr. Sweeney:** Once again the question is raised of taking a look at where it has been tried, what are the problems and whether we are going to do it. What kind of feedback are you getting?

**Hon. Miss Stephenson:** As I said, it is not all good.

**Mr. Sweeney:** Do you know why?

**Hon. Miss Stephenson:** Perhaps it is because of the structure which was developed in Quebec, which was perceived with a fair amount of antagonism, not only by some of the parents, but also by some of those who traditionally had responsibilities. It was legislated, but I am not sure we are looking at going in a legislated direction. The opinion which you have expressed about the interest of parents in education, particularly in some of the Christian schools, is something that I believe is important in terms of the public educational system.

**Mr. Sweeney:** It is a large factor in the success, in my judgement.

**Hon. Miss Stephenson:** Yes. That is one of the reasons we felt strongly that this was something which should be explored.

**Mr. Sweeney:** The Plowden commission in England about 10 years ago strongly put that point through.

**Hon. Miss Stephenson:** Yes. I am not sure, having just talked to the undersecretary in England, whether all of that is good in the structures which were developed in England. I think we could learn from some of their experience.

**Mr. Sweeney:** Just from the research factor which came through, the extent to which parents participated, were involved and encouraged, kids had better success at school. The process you set up certainly is important, but I do not think the principle behind parental involvement is in question.

**Hon. Miss Stephenson:** No. It is not in question. But how do we effect it?

**Mr. Sweeney:** How do you do it?

**Hon. Miss Stephenson:** How do we effect more meaningful parental involvement within the kind of organization we have and how radically do we have to modify the organizational structure in order to do it? Do we have to modify it at all? Those are the questions which need to be answered.

**Mr. Chairman:** Madam Minister, would you—

**Hon. Miss Stephenson:** Are we a long way behind?

**Mr. Chairman:** No. I just wanted to ask, with reference to the request of Mr. Grande to get copies of your correspondence on the Don Bosco school, would you mind if we distributed this now?

**Hon. Miss Stephenson:** No. That is fine.

**Mr. Chairman:** I would like to point out that there was a yellow highlighter that was used on the correspondence. The photocopying is quite bad and you may find certain sentences difficult to read. That is a technical problem.

**Mr. Sweeney:** The very ones I wanted.

**Hon. Miss Stephenson:** Oh, dear!

**Mr. Chairman:** Only the important parts of the correspondence.

**Mr. Grande:** There are ways.

**Mr. Sweeney:** If I did not know otherwise, I would have suspected.

**Hon. Miss Stephenson:** You would have suspected what?

**Mr. Sweeney:** I am just kidding.

**Mr. Kolyn:** The minister will read those lines for you.

**Hon. Miss Stephenson:** The question was raised about the Matthews commission report. As you are aware, the final report was released almost a year ago now and was widely distributed. As I told you earlier, it was a best seller in Ontario for a period of time through the book stores. We specifically requested that people respond to the recommendations of the report.

I have to tell you, with some regret, that we are still awaiting one major response. I believe that response will be forthcoming within the next week, finally. Once that has been received, we will be collating all of the responses and making the decisions about our response to the Matthews commission and the concerns of the groups who have looked at the recommendations. Probably in the fall we will be making a statement about what we intend to do with it.

**Mr. Sweeney:** I recall raising the specific issue of the Leeds and Grenville situation. In the last couple of days, I have talked to people from the area and I understand that the talks have broken down completely once more.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** They are a sort of an on-again-off-again situation. They are completely off at the moment. It is my understanding that for the first time ever this may span two school years. Do you have any way of knowing what the implication of that is going to be? Are you going to deal with it in a different way? How are you going to handle this?

**Hon. Miss Stephenson:** The one thing I can tell you is that the Education Relations Commission is having a meeting tomorrow about the Leeds and Grenville situation. I have no idea what they are likely to say, but I will most certainly be in touch with the chairman of the commission after that meeting.

2:20 p.m.

**Mr. Sweeney:** Have you been given any feedback from the commission that, because of this spanning of two years, they have a sense that more damage could be done to the educational progress?

**Hon. Miss Stephenson:** I would not say I have had that specific feedback from the commission. Certainly, concern about the potential spanning of two school years has been expressed by members of the commission.

**Mr. Sweeney:** Do you have the authority to require a level of negotiation over the months of July and August that traditionally in the past simply has not occurred?



**Hon. Miss Stephenson:** No, I do not have that authority without legislation being passed. If the Legislature of the province decided to give the minister that authority, I suppose that could be done. At the present time, I do not have that authority.

**Mr. Sweeney:** Again, I am trying to get at the uniqueness of this situation. Could you envision specific legislation which would give you that authority in this one situation, while we are in the transition period of trying to decide what to do? I am not even sure how you would draft it, quite frankly. I am reaching.

**Hon. Miss Stephenson:** Neither am I. You are aware that the minister is required to await the decision or the advisement of the Education Relations Commission before moving in any direction. I would hope that both parties in this negotiation would understand the potential damage which may evolve from this kind of action and would make every effort to negotiate a solution before the new school year began. Whether that will happen under current circumstances, I really cannot tell you.

**Mr. Sweeney:** Let me go back to the last point you made, that you have to await the commission's indication to you that there is a danger to the students' educational progress.

**Hon. Miss Stephenson:** Or some other kind of difficulty which they perceive is insoluble.

**Mr. Sweeney:** Who was the chairman last year?

**Hon. Miss Stephenson:** Of the commission? Owen Shime.

**Mr. Sweeney:** The former director in Lincoln.

**Hon. Miss Stephenson:** He is not the chairman. He is the executive director.

**Mr. Sweeney:** I know he is not now.

**Hon. Miss Stephenson:** Rodger Allan.

**Mr. Sweeney:** Rodger Allan. How could I possibly forget Rodger.

**Mr. Dean:** How indeed?

**Mr. Sweeney:** Yes.

**Hon. Miss Stephenson:** That is a good question.

**Mr. Sweeney:** He said pretty clearly that the commission has not yet ever recommended to the minister that the students' education was in jeopardy to the extent where they would recommend that you pass legislation. That was the clear impression I got. You might remember that. I think a number of people on the committee were a little bit—

**Hon. Miss Stephenson:** Certainly, in his experience, that is so. I am not sure about the year 1976. You will recall very early in the year 1976 there was an advisement from the ERC related to the Metropolitan Toronto situation. I honestly cannot tell you because I have not read the advisement whether it was based upon educational jeopardy or not. But in Mr. Allan's experience there certainly has not been one.

**Mr. Sweeney:** I have not checked Hansard recently, but my recollection of the question to Mr. Allan was, had he gone back and checked the record? He seemed to have said yes, and his reading of the record was that there never had been a recommendation made, but the ministry and the government had brought in legislation on four or five occasions.

**Hon. Miss Stephenson:** Seven, I think, altogether.

**Mr. Sweeney:** Whatever it was. What I am leading to is if you are relying totally on the commission, which the ministry has not and the government has not done in the past, in this situation you may have a long wait, particularly with the new directorate.

**Hon. Miss Stephenson:** We most certainly have in the last two years, nine and a half months.

**Mr. Sweeney:** I am sorry, I missed the connection.

**Hon. Miss Stephenson:** Since I have been the Minister of Education, we have relied on the Education Relations Commission for information and assistance.

**Mr. Sweeney:** There have some pretty disastrous results in places in the province.

**Hon. Miss Stephenson:** We have had some unhappy situations.

**Mr. Sweeney:** The obvious follow-up question is, do you intend to continue that practice, given the evidence?

**Hon. Miss Stephenson:** I intend to attempt to consider each situation on the basis of its merits. I do not think I can give you a blanket statement of any kind related to that.

**Mr. Sweeney:** My concern is that if you take the period of time you just defined yourself, the length of the conflicts has been pretty devastating.

**Hon. Miss Stephenson:** There have been very few.

**Mr. Sweeney:** Granted, but they have been

devastating. I would wonder whether you would not think it might be time for you to take some action on your own.

**Hon. Miss Stephenson:** Thank you for your advice. I will consider it.

**Mr. Sweeney:** That does not tell me very much. Let us come back for a moment to the specific question about a more active negotiating stance over July and August in the Leeds-Grenville area. You have made it pretty clear you do not have any legislative authority to do that at the present time. What can you do, what are you doing and what do you plan to do, despite your lack of legislative authority?

**Hon. Miss Stephenson:** There has been a very active role played by the mediator of the ERC in this situation, so active that just at the end of last week he issued his mediation statement, if you like, on a public basis in order that the public would be completely informed about what he perceived to be the issues and the ways in which they could be solved. I believe the mediator feels very strongly that there is the very real possibility, on a foundation of goodwill, logic and concern about the kids, for a negotiated settlement.

**Mr. Sweeney:** Prior to September?

**Hon. Miss Stephenson:** Yes, now.

**Mr. Sweeney:** Despite my most recent feedback that everything has come to a standstill?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** There must be something going on that no one else knows about then.

**Hon. Miss Stephenson:** No, I do not think so.

**Mr. Sweeney:** Is the standstill just a recess?

**Hon. Miss Stephenson:** That has happened before. One of the major aspects and probably one of the most important components of Bill 100 is the responsibility which this legislation places upon boards and teachers' federations to act as responsible negotiators in a situation which has a potential damaging impact upon students.

It is probably difficult for those groups that have not been long-time, traditional participants in labour-management relationships to understand precisely what that means and understand all of the components thereof. I am hopeful that both boards and federations are learning that responsibility is a very severe one and is one which should be exercised with great caution and with great concern for the innocent victims of whatever happens if negotiations break down.

I am still hopeful because I believe that human beings do continue to learn even when they try not to and that understanding of the responsibility will imprint itself upon the minds of those who are involved in these negotiations.

That was certainly one of the major components of the recommendations of the Matthews commission as well. They felt very strongly that if both boards and federations understood their responsibilities and were given some more definitive time lines which shortened the potential period of negotiation, the probability of the kinds of difficulties which lead to impasses, lockouts or strikes would be minimized.

There is some logic in that recommendation as well. That is one of the reasons why I am anxious to see what the total collation of the responses to the Matthews commission will be because I believe that most of the major players in this agree with that area of recommendation. Whether they agree with all the rest of them, I do not know.

**Mr. Sweeney:** There has been very strong support from almost all sides for a considerable period of time with respect to more clearly defined and, obviously, enforceable time lines within the existing legislation. Are you suggesting to us that would be one area where some significant change would be made? Could we reasonably expect that would be an area of change we could count on?

2:30 p.m.

**Hon. Miss Stephenson:** I think the arguments and the facts that have been provided in support of those recommendations and the opinions of all who have responded, which seem to be supportive, would be an indication that is the kind of direction we should be going in, yes.

**Mr. Sweeney:** Can you see any way in which those kinds of time lines can be, again, enforced, without some form of arbitration?

**Hon. Miss Stephenson:** I am not sure that arbitration is the solution.

**Mr. Sweeney:** That is just my point. How else?

**Hon. Miss Stephenson:** Enforced, yes. They must be enforced, because the time lines are guides which are inherent—not just inherent but defined, actually, within the Labour Relations Act of the province. They must be met by both management and labour in those situations, and although they do not define specific periods of time they do prescribe a mechanism that must be followed. I think it has been refined over the years on the basis of experience.

Our experience in the last five or six years has

given us some indication of the ways in which that should happen and Matthews has given us some more indications.

**Mr. Sweeney:** As the minister well knows, the intent in the original draft of Bill 100 was that there be specified time lines, but experience has shown that they have not and they cannot be enforced—

**Hon. Miss Stephenson:** There are ways to circumvent them, yes.

**Mr. Sweeney:** —and, as you well know, both sides in one situation or another have found ways to circumvent them.

**Hon. Miss Stephenson:** I think there are probably ways of writing legislation to minimize that possibility of circumvention.

**Mr. Sweeney:** We will wait until the fall then, I guess.

**Mr. Grande:** Could I ask a question?

**Hon. Miss Stephenson:** It is not going to happen this session because, as I said, we are going to receive the final response, the one we have been waiting for, I guess for about six months now, within the next week.

**Mr. Sweeney:** Is that one of the major bodies, like the federation?

**Hon. Miss Stephenson:** Yes. Exactly.

**Mr. Sweeney:** Okay.

**Mr. Grande:** I have just one question in regard to the present situation in Leeds-Grenville.

As I understand it—and I am not about to debate the different points that are in dispute—one of the points is staffing ratios. By making comments such as those that appeared in the *Globe and Mail* of May 30, which in essence say, in answer to the Ontario School Trustees' Council, it does not make any difference about class size, you can have 15 or 50 kids in a classroom and there is no evidence it makes any difference, does the minister think that, at least in terms of that staffing ratio dispute, she is helping or worsening the situation in Leeds-Grenville by making those kinds of statements?

**Hon. Miss Stephenson:** I was responding to a question related to whether class size should be a part of negotiations. I suggested strongly that obviously Dr. Jackson had encouraged the teachers' federation to make class size an important part of negotiations during the next few years, but that on the basis of research evidence there is nothing to validate a total scientific relationship between the size of a class and the educational value received by the child.

I think probably the most acute and perceptive response to all the somewhat muddy examination of this matter that has been carried on over the last many years was provided by Dr. Clare Burstall, when she suggested that the relationship between the size of a class and the value of the educational program received could depend on the former if there were certain specific teaching objectives to be met, certain kinds of students to be dealt with, and certain matters to be delivered in a specific kind of way.

But she also said—and this is, I think, the salient point—that in all the examinations of class size that have been carried out the most important feature of the value of an educational program or system to a child—

**Mr. Grande:** Is the teacher.

**Hon. Miss Stephenson:** —has never been examined, and that is the quality of the teacher who is in that class.

**Mr. Grande:** Sure.

**Hon. Miss Stephenson:** Therefore, we do not have any valid evidence related to class size on a general basis that can be applied holus bolus to any kind of negotiations at this point. That is really what I said to the Ontario School Trustees' Council. I have not seen what they reported.

**Mr. Grande:** No, I am looking at the *Globe and Mail*. "Size Of Classes Called Nonissue." I do not think you are quoted in that. Anyway it says it makes no difference whether there are 50 or 15 students in a class as long as the teacher is well qualified—

**Hon. Miss Stephenson:** What I said was, in some circumstances it does not make any difference at all whether there are 15 or 50 in the class.

**Mr. Grande:** My question was not to debate with you whether class size makes any difference—

**Hon. Miss Stephenson:** Your question was whether I perceive that I was helping or hindering the Leeds-Grenville negotiations.

**Mr. Grande:** That is it.

**Hon. Miss Stephenson:** I would have to say quite honestly that I do not think I was thinking of the Leeds-Grenville situation when I was responding to that question, and that is a very honest answer.

**Mr. Grande:** Fine, but you said your response was to a question about whether staffing ratio or class size should be part of negotiations.

**Hon. Miss Stephenson:** Yes.



**Mr. Grande:** The fact is the Leeds-Grenville situation is going on and one of the bones of contention happens to be staffing ratios—

**Hon. Miss Stephenson:** Yes.

**Mr. Grande:**—and you make that kind of a remark. Did you not think it would be seen outside that particular body, when it was reported in the *Globe and Mail*, that you are falling on one side of the fence and you are not letting the negotiations go on?

**Hon. Miss Stephenson:** But I was not. Whatever was reported in the *Globe and Mail* does not demonstrate whether I was falling on one side of the fence or the other.

If they had reported all I said, which I think was trying to demonstrate that we do not have any scientific basis, that Dr. Jackson had suggested that teachers make this an issue in negotiations and that I honestly believe—and I think I said this as well, and obviously it was not reported—I am not at all sure the Ministry of Education should be legislating certain class sizes if they are going to be negotiated.

I do not think you can have a double-barrelled approach to any situation of this sort. If they are going to be legislated, they should be legislated. If they are not going to be legislated, then they could be negotiated. But I do not think we should try to do it both ways.

**Mr. Grande:** It would appear to me when you have two particular groups trying to negotiate a settlement, then—

**Hon. Miss Stephenson:** Tony, what you are saying really—

**Mr. Grande:**—you should say nothing about those particular matters that are being negotiated.

**Hon. Miss Stephenson:** You are telling me what was reported in the newspaper was something you believe could prejudice the negotiations in Leeds-Grenville.

**Mr. Grande:** I do not think I said I believed it could. I said, "It will."

**Hon. Miss Stephenson:** All right. What I am saying to you is, if the total response to the question had been reported, then perhaps it might not prejudice. As it was reported, perhaps it could. I do not know.

**Mr. Grande:** No, the fact is that it was not reported the way you said it. That is just one of the facts of life.

**Hon. Miss Stephenson:** Obviously, then, what I shall have to do is to learn not to answer questions.

**Mr. Gillies:** I wonder if our opposition friends would keep this point in mind the next time—and there will be many more times—they are pressing you or other ministers to make statements during any number of governmental negotiations, when our ministers often make the statement, "Well, I really do not think I should say anything because that is before a board or a commission or a negotiating process," I wonder if you will keep that in mind the next time that happens, Mr. Grande.

2:40 p.m.

**Mr. Grande:** We firmly believe, in answer to your question, that free collective bargaining should go on—free collective bargaining, period—and we have never deviated from that position.

**Mr. Gillies:** I quite agree, but I would say that is not often manifest in what we see going on around this building during any number of negotiating processes.

**Mr. Grande:** Point out to me the cases where my party has interfered with the free collective bargaining process and we can discuss it further.

**Mr. Gillies:** I could certainly undertake to find some specific cases, but I can think of any number of instances where there have been calls for an end to this, that or the other strike, in either the private or public sector, and this has been raised in the Legislature.

**Mr. Grande:** Maybe you should be talking to your party and to the Liberal Party about that.

**Hon. Miss Stephenson:** I think probably the next item is Mr. Grande's question about heritage language.

**Mr. Sweeney:** Excuse me, are we still on Issues and Directions? Because a couple of other issues were raised.

**Hon. Miss Stephenson:** In actual fact, the item I noted relating specifically to Issues and Directions, Mr. Sweeney, was about school committees and I think you were—

**Mr. Sweeney:** The other one I am referring to—maybe you have got it under a different heading—was the apparent contradiction between the comments you made in North York and what is in Issues and Directions with respect to who is going to certify principals and supervisory officers. Do you remember the thrust of that question? I was quoting a speech you made in North York, I think in November of last year, with respect to your concern.

**Hon. Miss Stephenson:** It was in York, as a matter of fact, not in North York.

**Mr. Sweeney:** Where was it?

**Hon. Miss Stephenson:** In York borough.

**Mr. Sweeney:** York, okay. Then the proposals in Issues and Directions were that the ministry should relieve itself of involvement in those kinds of decisions.

**Hon. Miss Stephenson:** That is one of the three-starred questions, you will note. It is one of the things we feel should be examined, one of the issues we believe should have fairly vigorous public debate. It was, I guess, one of the motivating factors for opening widely the admission policy related to the principals' course this year, in order to see whether or not it made a significant difference in the numbers who wished to enrol and in the enrolees themselves—and it has.

There is no doubt it has made a very significant difference, in that I believe 30 per cent of all those who enrolled in the principals' course this year were women, for the first time in the history of this province. I think that is a fairly important advance. If that kind of flexibility is built into whatever mechanism of control or management or supervision is developed, related to the development of criteria for supervisory officers and principals, it can produce improvements within the educational system.

I believe the admission of more women to administrative roles will provide an improvement, and I believe we should be moving in that direction. Certainly, this is one of the things about which we really do want a fairly vigorous public debate.

**Mr. Sweeney:** Would it be correct to say that the proposal as it is put in Issues and Directions is largely for discussion purposes?

**Hon. Miss Stephenson:** Yes, and I think it is deliberately provocative.

**Mr. Sweeney:** You have your own personal feelings on it.

**Hon. Miss Stephenson:** I think it is deliberately provocative, as well, in the way in which it is put.

**Mr. Sweeney:** Your statement or Issues and Directions?

**Hon. Miss Stephenson:** Issues and Directions as well. You know I try not to be provocative.

**Mr. Sweeney:** No, never.

**Hon. Miss Stephenson:** Mr. Grande raised the question of the heritage language program when he stated that the Metro board suggested we were funding heritage language programs at 81 per cent in Metropolitan Toronto.

The ministry does provide a grant of \$24.50

per hour of classroom instruction, as in these estimates, where the average class size is 25 or more pupils. Where it is fewer than 25 pupils, the \$24.50 is prorated by 50 cents per pupil. That amount at \$24.50 per hour of classroom instruction is designed to accommodate the actual expenditure of school boards providing heritage language programs.

A survey of school boards indicated that for the 1980-81 school year the wages paid to instructors ranged from \$9 per hour to \$18 per hour and, based upon this analysis and the analysis of other figures, the \$24.50 appears to be adequate to cover both wages paid to instructors and other expenditures related to the program.

It should be noted that both Toronto and North York paid their instructors \$16.40 an hour. The Advisory Committee on Financing Elementary and Secondary Education recommended that the level of support be at the rate of \$24.50 per hour. By some calculation produced by the Metropolitan Toronto School Board that may work out to 81 per cent, but I would like to know the components of their analysis that lead to that kind of—

**Mr. Grande:** Have you not phoned the Metro board? Have you not made any phone calls? I thought I was being specific by referring you to the minutes of the board for Tuesday, April 14, 1981.

**Hon. Miss Stephenson:** I am sure they are probably in the process of being transmitted, but I do not have them at this point.

**Mr. Grande:** I can provide you with the copy I have of this. The board says specifically here that the ministry gives the board money, gives it 81 per cent for the heritage language courses.

**Hon. Miss Stephenson:** The analysis was carried out and carefully examined by the advisory committee on educational finance and we followed its recommendation to the letter. That was based upon its assessment of what was required totally to fund the program on average across the province.

**Mr. Grande:** Are you saying they gave you wrong information upon which you based your 100 per cent funding?

**Hon. Miss Stephenson:** No, I am not saying they gave me wrong information.

**Mr. Grande:** What are you saying? I do not understand.

**Hon. Miss Stephenson:** I am saying I believe the rate at which it is being funded should provide total funding for the program.

**Mr. Grande:** But it does not.

**Hon. Miss Stephenson:** I will be interested in looking at some of the components which have been included in the estimate devised by the board. We have been through this once before, I have to tell you, and we found out all sorts of additional nonrelated factors were being included in the estimates devised by certain boards.

When we did a careful analysis the figures were somewhat changed. I am sure any government would be happy to provide a Cadillac kind of program. I am sure it would be delightful. We are attempting to provide a good functional program which will serve the needs of kids.

**Mr. Grande:** I understand all that. All I am saying to you is that—

**Hon. Miss Stephenson:** What you are really saying to me is the Metro boards are obviously spending more for the heritage language program than they need to spend, because the analysis of figures which we have developed would lead us to believe firmly that \$24.50 per hour should cover it.

**Mr. Grande:** As far as you are concerned that is 100 per cent funding, even though the boards, because of expansion of the program and—

**Hon. Miss Stephenson:** The expansion of the program ensures there is an increase in—

**Mr. Grande:** Exactly, it should, since you get that information from the area boards and then you pass on the money, but do not forget the Board of Education for the City of North York did not institute the heritage language program. The drive is coming from that board to reduce it, consistent with the amount of money you or your government provide. I am saying to you there is a danger to the program in that route.

I hope that by Monday you will have made inquiries of the Metro board and you will have satisfied yourself what the components are that they count in that funding.

**Hon. Miss Stephenson:** The expenditures of the Metro board and the Metropolitan Separate School Board were included in the examination of the costs carried out by the advisory committee and I do not understand the difference between what you are saying is included in the minutes and the information used by the advisory committee.

**Mr. Grande:** Madam Minister, I understand the chairman said yesterday we are going to be back here on Monday for another two hours, so if you can come back on Monday and give me a satisfactory response then it would be great.

I am not pressing you for a response now. Just find out. Phone Metro, get all the information you require, make the assessment and then say, "Metro, you are wrong or we are wrong in not providing 100 per cent of funding." The figures just do not jibe. There is a 19 per cent difference in funding between 81 per cent and 100 per cent.

2:50 p.m.

**Mr. Sweeney:** Just as an aside to that question, how fixed is the 25 or more pupils per class with respect to the \$24.50?

**Hon. Miss Stephenson:** What do you mean?

**Mr. Sweeney:** If there are fewer pupils in a class than 25.

**Hon. Miss Stephenson:** It is prorated at the rate of 50 cents per pupil.

**Mr. Sweeney:** One of the things I am reaching for—and I do not know if Mr. Grande was going to go in this direction—is that the range of teachers' salaries you gave us was, I believe, from \$9 an hour to \$16 or \$17 an hour.

**Hon. Miss Stephenson:** Eighteen dollars, I believe.

**Mr. Sweeney:** What happens to the difference between \$9 and \$24.50 and \$18 and \$24.50, assuming they are both teaching a class of 25 which is the basis for your figure?

**Hon. Miss Stephenson:** Obviously in some circumstances we are providing more than 100 per cent of the cost of the program.

**Mr. Sweeney:** The \$24.50 is transferred regardless of expenditure?

**Hon. Miss Stephenson:** The \$24.50 is the rate at which the program is funded and that figure was arrived at as a result of a careful analysis of all the costs examined by the advisory committee.

**Mr. Sweeney:** If I interpret what you said a minute ago, is it reasonable to conclude that those boards which are paying their teachers \$9 an hour—

**Hon. Miss Stephenson:** Their instructors.

**Mr. Sweeney:** Their instructors—are making money on it? What the heck do they do with the



other \$13? What can they spend it on? They have a limited number of materials. They are not going to spend \$13 an hour on materials.

**Mr. Grande:** The component of the program is not just paying salaries of instructors.

**Mr. Sweeney:** I accept that. I am just saying, what else would cost that much money?

**Mr. Grande:** I suppose that is what the minister is going to look at so she can satisfy herself.

**Hon. Miss Stephenson:** The reason for the variation in the level of payment to instructors is that some boards are using teachers who have certification and some are using those who do not. Obviously there is a variation in the level of payment.

**Mr. Grande:** As with any other outfit in our society, there would be a difference between some who want to pay people less than the minimum wage and others who want to give people some kind of a wage.

**Mr. Sweeney:** What I am reaching for is, do you have any figure at all that would indicate, based upon what you are transferring, what boards can on average afford to pay their teachers per hour? Is it reasonable to assume that a board, out of the \$24.50, should be able to afford \$15 an hour, to pick a figure, without too much difficulty? Is that reasonable?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** Okay.

**Hon. Miss Stephenson:** It also depends on the demand for a program. If there is only a small number of students there is a base figure—I think the minimum is \$12.50.

**Mr. Sweeney:** So if a class in a school area was for any number of reasons averaging only eight, nine or 10 students, they get a base of \$12.50. Is that what you are saying?

**Hon. Miss Stephenson:** If it is a board with a high enrolment in one language, for example, where the classes are all 25 or slightly more, the \$24.50 obviously should be a reasonable amount. That is made up of 80 per cent for instructional costs and 20 per cent for other costs, such as administration and support.

**Mr. Sweeney:** Your assumption is that 80 per cent of the \$24.50—

**Hon. Miss Stephenson:** It is not an assumption. This is a matter which has been examined carefully and critically, not just by ministry staff but by the advisory committee on the financing of education. This is a matter they deal with

with great regularity. It is not based on assumptions, it is based on factual information which they have developed from boards.

**Mr. Sweeney:** Eighty per cent for instructional purposes.

**Hon. Miss Stephenson:** Eighty per cent, 20 per cent.

**Mr. Grande:** Is it agreed we will come back to this on Monday?

**Hon. Miss Stephenson:** I will try to determine precisely the figures on which that Metro minute was based.

**Mr. Grande:** It should not be difficult.

**Hon. Miss Stephenson:** We dealt, at least in a superficial manner, with the question Mr. Sweeney raised related to the King study on retention and the discussion yesterday with the representatives of the Ontario Institute for Studies in Education was relatively informative relating to assessment, evaluation and the need for norming and standards. We had a fairly full discussion of that.

To Herald a Child: the Report of the Commission of Inquiry into the Education of the Young Child, written by Laurier LaPierre, is very interesting. I am not sure what the ministry will be considering because as yet we do not have from any of the teachers' federations which sponsored the report any request or any kind of document related to the LaPierre report. Since it is their report, I feel somewhat reluctant to begin to consider the Laurier LaPierre report without having the concerns, expectations or requests which the federations that paid for the report might make related to it.

**Mr. Grande:** It is your report as well.

**Hon. Miss Stephenson:** No, it is not.

**Mr. Grande:** Come on.

**Hon. Miss Stephenson:** No, it is not. We funded some research which was used by the LaPierre commission, but the research was, in actual fact, our research for our purposes. It was used by the LaPierre commission when it requested that use and we said it might use it. But the research was not—

**Mr. Grande:** So it is part of your report.

**Hon. Miss Stephenson:** No, it is not. It is not our report. We did not pay for it.

**Mr. Grande:** Not in name.

**Hon. Miss Stephenson:** Not in anything.

**Mr. Grande:** Sorry; I just thought—so you do not say that report is completely extraneous to the Ministry of Education.

**Hon. Miss Stephenson:** I did not say that. What I said was the report is the property of the federations which commissioned it. I would anticipate each of those federations is examining that report and will, as a result of that examination, be providing some kind of statement or brief to the ministry related to the report. I anticipate we will be receiving that in the not too distant future.

**Mr. Sweeney:** Madam Minister, just as a matter of correction, when I made my comments I suggested all five federations had been involved in it. I have since been advised that the Ontario Secondary School Teachers' Federation had nothing to do with it.

**Hon. Miss Stephenson:** That is right.

**Mr. Sweeney:** It was the four others. The question I put to you in the light of that was that LaPierre seemed to indicate there was a need to look at young children, even within the existing school system, in a different way to what we had in the past.

We have discussed before this whole question about possibly having within the ministry a division of early childhood education, regardless of whether you agree with other aspects of the LaPierre report. As we said yesterday, there are some very controversial recommendations in it. Is there any internal study looking at that aspect of it?

**Hon. Miss Stephenson:** A specific division within the ministry for that at this time?

3 p.m.

**Mr. Sweeney:** Division, branch—whatever words you want to use.

**Hon. Miss Stephenson:** No, there is no study at all. But I have just returned from a very interesting meeting, convened as the biennial meeting of the standing conference of the ministers of education of the European Economic Community. The subject of the conference was to be the education of the child between the ages of three and eight. The statement which will be forthcoming from that conference may be of some interest.

Concern is being expressed by a number of European countries, particularly in the north, about the need for what we would probably call "compensatory educational programs" and what the Americans called "head start programs" for children of deprived social backgrounds and particularly children of migrant workers.

There was no universal support for the institution of mandatory early childhood education programs anywhere. There was no univer-

sal support for the introduction of the kinds of structures that were in existence in most of the educational systems in the community, into any group below the age of six. But some obvious actions were being taken. They sounded to me very much like those related quite directly to the aims and objectives of the formative years for children of the age of five, sometimes children of the age of four, within those jurisdictions.

A very interesting background paper was produced for that report. I have one copy of it, which perhaps we should try to duplicate. It is William Van Eyckhard's paper, which examines this whole matter in a very thoughtful, sympathetic way, and provides some stimulating questions, which I think all of us should look at.

I will be reporting to CMEC about this—and obviously I have also been reporting within the ministry about it—because it asks some questions I think we should look at as well. Given some of the interesting recommendations of the LaPierre commission, I think we could look at those matters in the light of LaPierre's report and in the light of the concern for knowledge about the development of children, which perhaps has not been one of the strongest points in the education of those who are going to be responsible for pedagogical activity in a number of instances. There are some implications for a number of areas, as a matter of fact. But whether that will lead to a branch or a division is not something I can tell you at this point. It is far too premature.

**Mr. Sweeney:** Just to clarify the thrust of my question, it was not to suggest the ministry should get involved in the education of children below the level it is already involved in. As a matter of fact, I think I specifically said, "Since you are already into junior kindergarten, senior kindergarten and grade one." It was that current responsibility which might be reviewed in terms of whether it can be handled more effectively.

**Hon. Miss Stephenson:** That can certainly be reviewed.

**Mr. Sweeney:** I am not talking of three year olds and two year olds. As a matter of fact, I think I am on record somewhere as questioning the wisdom of dealing with four year olds, but that is neither here nor there at the moment.

It is there; it is a fact. It was only in that sense that I was thrusting my question that you review the way in which you are already doing what you are doing with the specific age groups.

**Hon. Miss Stephenson:** We are doing that. We have been doing that for about a year, as a matter of fact.

**Mr. Sweeney:** Did I understand you then when you said there was no—

**Hon. Miss Stephenson:** No. It is not completed yet.

**Mr. Sweeney:**—support within the EEC for early childhood education, you were referring to younger children again?

**Hon. Miss Stephenson:** There was no support for mandatory early childhood education in any country, as a matter of fact.

**Mr. Sweeney:** Okay. Below six.

**Hon. Miss Stephenson:** The Dutch have moved to what could be perceived as almost mandatory education for about four and a half year olds, based upon what we would perceive as a kindergarten concept. The English have moved in the opposite direction in that they are extending the mandatory age of school leaving from 14 to 15 and are not about to do anything with the lower-end age group at this point. But there was a variety—

**Mr. Grande:** They have had that for 20 years.

**Hon. Miss Stephenson:** I beg your pardon?

**Mr. Grande:** In England education has been mandatory from five years of age on, has it not?

**Hon. Miss Stephenson:** But not mandatory before the age of five.

**Mr. Grande:** That is right.

**Hon. Miss Stephenson:** Yes, but possible before the age of five. There is a permissiveness in terms of earlier admission to school in England, which has not changed either, and they were not about to change that.

One of the questions asked, very clearly, was whether there should be mandatory early childhood education within any jurisdiction. Although there seemed to be some philosophical support for it in a couple of countries, no one was moved to suggest it should become mandatory even in their own countries, neither were they about to say that any statement of the European ministers should suggest it should be mandatory. They are not willing to move in that direction at all at this point.

I was pleased to hear that the kinds of pedagogical components of what they considered to be early childhood education—which, as I said, we would consider kindergarten, because it is very much in line with kindergarten—were very close to the objectives of formative years' programming—the flexibility,

the concern for the developmental capacity of children in terms of their attention span and their capabilities at that age, and the freedom they need, rather than being pinned down in a seat in a classroom.

**Mr. Sweeney:** Was there any evidence in the European community that those jurisdictions which start formal schooling at age seven either are feeling more strongly about it or are having doubts about it?

**Hon. Miss Stephenson:** Some of them feel more strongly that they should keep it at age seven and a couple of them are seriously considering dropping it one year to age six.

**Mr. Sweeney:** There is no real consensus one way or the other then?

**Hon. Miss Stephenson:** No. The only consensus was that there is a need to ensure that the development of a child to the age level of mandatory schooling attendance should encompass some kind of learning experience which is stimulating, broadening and provides some kind of social interchange on an irregular basis, if not a regular one.

**Mr. Sweeney:** Which really would speak to the very issue we are talking about—whether there should be a significantly different way of suggesting to boards that if they are going to teach four year olds, five year olds and six year olds, they should do it differently. That is what you are saying?

**Hon. Miss Stephenson:** Yes.

**Mr. Grande:** That is what LaPierre said too.

**Mr. Sweeney:** Yes. That is what started all this.

**Mr. Grande:** That is right. One question—this morning's headline in the Toronto Star, "Put Day Care In All Public Schools, City Trustees Urged." What is your response to that?

**Hon. Miss Stephenson:** As I said yesterday or Monday, there are a number of boards that have already moved in the direction of utilizing some of the space in their schools not required for educational purposes per se for the provision of day care by other entities. They lease the space to the—

**Mr. Grande:** That is not the intent of this article though, surely.

**Hon. Miss Stephenson:** I have not seen the article. I am sorry, Tony, I have not had time to read the paper.

**Mr. Grande:** I can understand that. But the intent of the article is that—



**Hon. Miss Stephenson:** Boards should become the operators of day care facilities? I have a little bit of concern about that.

**Mr. Grande:** What in essence it says is that day care is an educational function, if you like.

**Hon. Miss Stephenson:** There was a lot of argument about that last week as well, but there was no consensus.

**Mr. Grande:** Obviously the city of Toronto has plans to move in that area.

**Hon. Miss Stephenson:** Really?

**Mr. Grande:** As a matter of fact, I would say by September 1, 1984.

**Hon. Miss Stephenson:** Those are not the only plans of the city of Toronto.

**Mr. Grande:** The article says, "The Toronto Board of Education should establish child-care centres in every junior public school in the city by September 1, 1984."

**Hon. Miss Stephenson:** That has an Orwellian overtone, does it not?

**Mr. Sweeney:** Meet them at the door to the hospital and take them to school.

**Hon. Miss Stephenson:** That is what Laurier LaPierre was suggesting, that you institutionalize a child from the day he returns from the hospital. I have grave concern about that.

**Mr. Sweeney:** If you produce them in test tubes, maybe that is the next step.

3:10 p.m.

**Hon. Miss Stephenson:** We are not producing them in test tubes.

**Mr. Sweeney:** It would certainly solve the declining enrolment factor. You could just decide how many bodies you need to fill up the classrooms and—

**Hon. Miss Stephenson:** No one has perfected that yet, Mr. Sweeney.

**Mr. Grande:** You were director of a school board for too long, my friend.

**Hon. Miss Stephenson:** Since we have wandered all over the place I wonder if we might—

**Mr. Grande:** Let us come back to it, because it is a specific point I raised in my remarks. We shall come back to it.

**Hon. Miss Stephenson:** About the day care issue?

**Mr. Grande:** Yes.

**Hon. Miss Stephenson:** I think I have answered your question, if I may say so. I have grave concerns about school boards becoming actively involved in the provision of day care per se. I am

strongly in support of school boards developing relationships with bodies which do provide day care and leasing space at some reasonable rate to those bodies in order that day care may be provided within vacant classrooms.

**Mr. Grande:** You may not want to get into—

**Hon. Miss Stephenson:** That is a very useful, reasonable use of classrooms which may be vacant within schools. It is one of the strong suggestions we made in the B memorandum which was sent to school boards in January about—

**Mr. Grande:** The basic problem is you are talking about babysitting and we are talking about day care.

**Hon. Miss Stephenson:** I am not talking about babysitting. I am talking about day care and the provision of day care by bodies other than school boards within school facilities. We have supported that strongly and have recommended it to boards.

**Mr. Grande:** Maybe this is not the time because we do not have the time—12 hours—but at some time we should get involved in a serious discussion about this area. I have attempted to do this for several years now and—if Mr. Sweeney likes to laugh about it or you want to dismiss it—

**Hon. Miss Stephenson:** I do not think he was laughing about it at all. Neither was I.

**Mr. Grande:** If you wish to dismiss it by saying, "Well, any group can lease a particular—

**Hon. Miss Stephenson:** That is not what I said. I said we were encouraging boards of education and school boards to consider the leasing of space which they do not require for classrooms—

**Mr. Grande:** That is exactly what I was saying, Madam Minister.

**Hon. Miss Stephenson:** —in schools to responsible groups, organizations or bodies which are capable of providing day care. That is to be strongly encouraged.

**Mr. Grande:** I find you do not allow me to speak and to finish. That is exactly what I was going to say. What you have said is a very superficial way of looking at this problem.

You are saying that school boards can lease or rent space to allow people or groups external to the school system—whether they pay or do not pay—to use it and be responsible for it on a daily basis. I am saying to you that is a superficial way of looking at an extensive need, especially in the urban areas of Ontario today.

That is all. Day care is clearly different to babysitting. Day care ought to have an educational function to it.

I will engage with you or with anybody else in that kind of a debate at any time, because we have to move in that direction. We have no alternative, as a matter of fact.

As we have said on many other occasions, it would be fine if, in Metropolitan Toronto or in this province generally, one of the parents was at home and could look after the kids, or if the parents had a certain amount of money per year to bring their kids to some kind of private setup for day care. That would be fine. But that is not the reality in Ontario. You can dismiss it if you want, but that is not the reality.

**Hon. Miss Stephenson:** I am not dismissing it. I would remind you that 60 per cent of all publicly supported day care programs in Canada is within this province right now. We have probably made more progress in the direction of providing publicly supported day care for those who need it than any other jurisdiction in Canada.

I would ask you to read William Van Eyckhard's paper regarding three to eight year olds, because it has implications for that age group and even younger children as well in terms of your concern about day care.

I know that under current educational legislation boards of education and school boards have no authority to indulge in that kind of activity, no matter what the Board of Education for the City of Toronto says. Secondly, if there is an optimum time for state intervention in the raising of children, I wonder if there are not better ways than simply shoving the children into some kind of institution to ensure their educational requirements in that early period of their life are met.

I wonder if we should not be considering the element of time, which is probably most important and scarcest for many parents in terms of raising their kids. I wonder if it is not one of the things we should be examining in terms of potential state action. I do not know what it is and I really do not have any direction about it at this point, but I do believe the person who is best fitted to raise a child appropriately and to provide the necessary educational and attitudinal background is the parent.

**Mr. Grande:** That is fine. That is agreed. However, does it happen?

**Hon. Miss Stephenson:** Does it happen because of the choice of the parent or does it happen

because someone else is going to take the responsibility for it? That is one of the questions I think we have to look at too.

**Mr. Grande:** It does not happen because both parents have to work. It does not happen because there are many families which have only one parent and that parent has to work.

**Hon. Miss Stephenson:** That is why I asked would it be better to look at some way in which the state can intervene in support of the time which would be available to the parent to carry out the responsibilities that go along with being a parent?

**Mr. Grande:** All I am saying is it is a serious problem and it should be dealt with in a serious way. I really do not think you have. The facetious comment from Mr. Sweeney a few minutes ago about institutionalizing from the test-tube stage or from the time the child is born was not a serious comment at all.

**Mr. Sweeney:** I think there is a very important distinction here. It is one thing to support and encourage school boards in the province to permit and even to facilitate the use of their facilities for day care centres. It is quite a different thing to say—and this is what I hear being said; if I am wrong please correct me—the school board would run them and they would become part of the structured educational system.

That is a different matter and I would certainly go on record as opposing that. I think the present structure of school boards in this province should keep their cotton-pickin' fingers off young kids. I really do. I would be seriously concerned about that.

I would support to the limit, and as a former director I did support, any local group in the community using the school facility at no charge. I support that strongly but I will not, until I have evidence very different from what I have been given, have the school board and the school system as at present structured looking after young kids. I think that is a bad move. That is obviously a fundamental difference between the New Democratic Party critic and myself.

**Mr. Chairman:** If I could interject, no one doubts the genuine concern that Mr. Grande has. I believe when we go through the estimates of the Ministry of Community and Social Services there may be the area of day care in the work place and other areas that would provide some answers and solutions to these serious concerns of yours, Mr. Grande. But I believe the minister has exhausted the answer to your

question from the standpoint of the ability and the willingness of the Ministry of Education to assist in this area.

**Mr. Grande:** Mr. Chairman, I am trying to put a little pressure on the minister not to get exhausted so fast.

**Hon. Miss Stephenson:** I am not exhausted at all, as a matter of fact. Everyone else may be exhausted listening to me.

**3:20 p.m.**

**Mr. Grande:** Mr. Chairman, if you take a look at the day care spaces provided by Community and Social Services they do not even begin to address the need that exists. The minister can say, "We have done so much in so few years." That may be the case but the need is great. It is a proper educational function that, as far as I am concerned, should be raised in the estimates of the Ministry of Education.

If the minister or the critic for the Liberal Party disagrees with me, let them disagree. I am not here to agree with them either.

**Mr. Chairman:** I believe there are limitations to the Education Act which do not allow or permit the solution you propose, Mr. Grande.

**Mr. Grande:** It can be changed.

**Mr. Chairman:** Will you be continuing, Madam Minister, or can we proceed with the vote items? Have you exhausted your response, so to speak?

**Hon. Miss Stephenson:** I was just wondering, since Dr. J. G. Parr is here again today, whether we might at this point ask if there are any questions related to the Ontario Educational Communications Authority which members of the committee would like to address to him. He has been here regularly for three days now and I do not think OECA can do without him much longer. I wonder if that would be feasible.

**Mr. Chairman:** The committee has met Dr. Parr before at the estimates of the Ministry of Culture and Recreation. We ask him to join us. We also have Mr. Ian McHaffie, the president of the Ontario Educational Services Corporation, which comes under the first vote. You may want to address Mr. McHaffie later on.

**Dr. Parr:** Mr. Chairman, I have with me again Mr. Don Brookes, who is managing director of finances and services operations, and Mrs. Kathryn McFarlane, whose particular responsibility has to do with the utilization of programs in the schools.

**Mr. Sweeney:** I have an overview question. Madam Minister, I notice in the budget the

increase in support for OECA is in the neighbourhood of three per cent, compared to most other budgets where the increase is in the range of eight per cent to 11 per cent. Does that in any way indicate to us the ministry is withdrawing from its commitment to it or how are we supposed to interpret that figure?

**Hon. Miss Stephenson:** No, there were certain guidelines developed by Management Board of Cabinet this year in terms of the allocation of funds. In spite of our arguments, OECA remained within the group to which the allocated level was designated as three per cent. It does not mean a decrease in commitment, but it means decreasing dollars, unfortunately.

**Mr. Sweeney:** Let me turn to Dr. Parr then, or whoever else he chooses to have answer and ask, what does that mean in terms of your delivery capabilities as far as the educational component of OECA is concerned?

**Dr. Parr:** It gave us some concern. Let me begin by saying the relationship with the ministry is a cordial one. The development of programs within the curriculum guidelines, the setting of priorities and so on, is working extremely well. Recently a report was made jointly by the ministry staff and our own which I think justifies confidence in the work TVOntario is doing in the classroom.

I would also like to mention that more recently we have been working with the ministry in such areas as Telidon, computers in schools, and the delivery of programs in remote areas. But the financial position is a grave one. In the past we have been able to use the ministry's grant, not only to produce programs for K-13, but also for other programming that has to do with school children and to provide the services which go with the programming.

**Mr. Sweeney:** Could you elaborate on the second part of your answer?

**Dr. Parr:** The services that go with the program?

**Mr. Sweeney:** That are beyond.

**Dr. Parr:** Yes, this is the utilization of the programs in the school which Kathryn McFarlane could talk about: the development of print material; programs for school children in the evenings, such as Cope. We are now having either to cut back these, and have been for some years, or else use our unconditional grants for that purpose.

This year the situation is one in which the utilization staff going to the French-speaking schools, I am afraid, has been cut and publica-



tions for guides and backup material have been very substantially cut. As you will see from what the minister says, that it is through no disagreement between ourselves and the ministry. I hope we are going to work together this year to improve the situation.

**Mr. Sweeney:** I know you are funded by other government ministries. Is the same restriction being placed on them?

**Dr. Parr:** No, I think the reason is that in one other government ministry, Culture and Recreation, we are in a transfer payment vote, whereas in the Ministry of Education we are in the main office vote, which is a hazardous place to be.

**Hon. Miss Stephenson:** I agree with that since the members of the committee can always vote the minister's salary down to \$1.

**Mr. Sweeney:** You know the likelihood of that. The obvious question is why that different alignment and why would the Minister of Education somehow get instructions from whoever gave you the instructions that you should tighten your belt, while other ministries of government have not been told the same thing with respect to the same institution? Maybe I am not hearing it correctly, but that is what I think I am hearing.

**Hon. Miss Stephenson:** The structure which is perceived by management board is that the relationship between the Ministry of Education and OECA is quite different from that for the Ministry of Culture and Recreation in that in Culture and Recreation, as Dr. Parr has suggested, the allocation for OECA is a transfer rather than part of the direct operating expenses which management board perceives our relationship with OECA to be. It is as a result of that kind of classification, which is established elsewhere, that this difference occurs.

**Mr. Sweeney:** To try to understand the total picture, what is the involvement of the Ministry of Colleges and Universities with OECA?

**Hon. Miss Stephenson:** As a matter of fact, it is a grant which is made by the Ministry of Colleges and Universities.

**Mr. Sweeney:** So that is different again?

**Hon. Miss Stephenson:** Yes.

**Dr. Parr:** This is a grant which is specifically directed towards programs which are initiated by the colleges and universities, but which we can also see as being programs for general viewing. That grant is in the order of \$750,000

and was increased at the general rate of increase of the grant to the colleges and universities and has been for two or three years.

**Mr. Sweeney:** I gather there are only three from which you draw funds.

**Dr. Parr:** Yes.

**Mr. Sweeney:** It is only this one in which there has been a significant belt-tightening?

**Dr. Parr:** Yes. The three grants are different. The one from Culture and Recreation is unconditional. The one from Colleges and Universities is for specific purposes, and these purposes relate to programs which are jointly drawn up at the request of the colleges and universities which say they will use them in their classrooms.

The relationship with the Ministry of Education is somewhere between those. It is not a contract, but it is conditional that the programs fall within the curriculum guidelines and also fall within the priorities established jointly by the ministry and ourselves.

**Mr. Sweeney:** I understand your previous answer to say that while you are fulfilling your responsibilities in that rather narrow range, you are going to have to draw back on a number of the supplementary and support services you built up over a period of time.

**Dr. Parr:** Yes, I think that becomes apparent. If you were to examine the figures over a period of the last seven or eight years you would find that initially the amount of funds we got from the ministries of Culture and Recreation and Education were roughly the same. This year the grant from Culture and Recreation, reflecting the year's increases, is about \$14 million, whereas from Education it is about \$8 million; so you can see how there has to be some transfer.

3:30 p.m.

**Mr. Sweeney:** You made reference to Telidon. Given the fact that that is a new movement in terms of actual application in Canada and given Canada's involvement in the development of this process, is this something you would like to get into but now will not be able to, or are you going to move in that direction anyway because you feel you have to?

**Dr. Parr:** Fortunately, we have been able to keep our presence in the international arena at Telidon by a very small payment for a ticket. The federal government has been supporting our work quite substantially. Our financial contribution has been comparatively small. We have the advantage of having been with it, and

we are now in a position to be of small value in the development or the use of pages of educational material in Telidon.

Mr. Brookes could give you the precise figures, I am sure, if they are needed. Our outlay in that has been happily quite small.

**Mr. Sweeney:** Could you briefly elaborate the way in which you see OECA using Telidon?

**Dr. Parr:** Yes, perhaps by reference to the Lake Superior project, whereby it is possible to move educational materials to remote areas by tape, by broadcast, by correspondence and also by pages of Telidon information which might be obtainable by direct broadcast and capturing from the broadcast or else by wired interactive modes. The pages of Telidon information can be used, roughly speaking, in the way that computer-assisted instruction could be used—I am not expressing this in great detail—with the great advantage of splendid graphics and much better educational opportunities.

We would be delighted to display this to you if you are able to accept our invitation to come and see it. I think the display is perhaps the only way of capturing your imagination with it.

**Mr. Sweeney:** Is there going to be any significant change in the way in which OECA applies itself to the various levels within the school system over the next year?

**Dr. Parr:** This depends upon the priorities which are mutually developed and upon the ways in which the Ministry of Education sees movement—and I would be glad of their confirmation. The ministry is interested in the possibilities of Telidon, which you have just mentioned. The use and understanding of computers is a topic on which we are working with them with the prospect of development of programs.

**Mr. Sweeney:** Is there going to be any level within the school system division—primary, junior, intermediate, et cetera—which is going to get more or less attention and, if so, why?

**Dr. Parr:** With respect to taking our programs off air, there is no doubt that junior and elementary divisions use us the most. I shall ask Mrs. McFarlane to speak to that in a moment. We find that the intermediate and senior divisions generally use tape, or tape us off-air at some other time and use us when they wish. This is associated with the nature of their own schedules.

May I ask Mrs. McFarlane to respond in more detail?

**Mr. Sweeney:** Please.

**Mrs. McFarlane:** We have no plans to deny any group access to all of our materials. However, we find from the teachers themselves that more help, more programming and materials are required from kindergarten to grade six. We will be concentrating a great deal of our face-to-face efforts as we go throughout the province in that area.

We have just three people at the moment to address 4,500 schools, so we have had to focus. By request from the teachers, this will be a primary focus. As far as mailing, keeping in contact, sending out information and broadcasting are concerned, all areas will receive the same amount of attention.

**Mr. Stokes:** Madam Minister, I am sure you are aware of the problems that many northern school divisions are having with regard to declining enrolment, duplication of effort and inability to effect economies of scale. I want to remind you once again of a situation within the Lake Superior school board where we have four high schools spread out over a distance of 120 miles where the combined enrolment in those four high schools is less than 800.

Because of distance, because of climatic conditions, because of tradition, it is extremely difficult for your ministry or the board itself to really come to grips with providing equality of educational opportunity, without taking advantage of new technology.

I had the occasion to set up a meeting with the director of education in the Lake Superior school division and Dr. Parr. That was the original contact. I do not know whether you are aware of it, Madam Minister, but the Ontario Educational Communications Authority has done yeoman service in providing technical advice to our school board to enable it to make better use of scarce financial resources by making better use of technical resources that are just coming on stream. Those resources, together with correspondence courses, may just make it possible for those students who are denied even the basics in many instances because of the duplication of effort and the inability of the school board to provide the necessary resources to those people to have a well-rounded educational experience.

It is going to take some additional dollars to set up initially and to take advantage of this new technology. I do not know all of the technical intricacies of it. Part of it will be the excellent help that has been offered by OECA; part of it will be by Telidon; part of it will be by correspondence. That is on stream now.

I do not expect you to know all the details. I hope you are aware of the initiatives that have been taken by the local jurisdiction and the excellent help that has been offered by OECA and your correspondence division. I just want you to be aware of that; and if we come knocking at your door for some bucks to give those kids equality of educational opportunity, I hope you will say "yes" unequivocally.

**Mr. Chairman:** Are there any more questions to be addressed to OECA?

Thank you Dr. Parr, Mrs. McFarlane, Mr. Brookes.

If there are any questions to the recently formed Ontario Educational Services Corporation, the president, Mr. Ian McHaffie, is here. Would the members of the committee like to address questions with regard to the operation of the corporation?

**Mr. Sweeney:** Could Mr. McHaffie start by giving us a quick overview of what is being done at the present time? I know what the corporation is designed to do, but what is actually being done?

**Mr. McHaffie:** We have a number of inquiries currently under way. As you know, our objective is to support the private sector and also to seek educational and training opportunities that do not have a natural private sector component.

In the private sector support, we are contributing towards the implementation of a project in Nigeria for the development of two polytechnics where the private sector is planning to provide engineering consultancy and equipment supply. Part of the institutional development is the provision of teaching services over there with instructors mainly drawn from the colleges of applied arts; training here for Nigerian instructors from those colleges; assistance with curriculum development, equipment supply and so on.

3:40 p.m.

We have supplied a small project where a Canadian company running a school in Nigeria, quite a separate project, asked for a review of its educational facility and wanted some assistance in assessing the effectiveness of its operation, and we were able to provide that.

We have mobilized consultancy services in planning in various areas, including a university department in the Middle East, again through the private sector.

Some of our own endeavours have actually not got to the stage of formal contracts, but there are a number of potential projects, one of

them seeing the training in Ontario of a number of instructors in Malaysian institutes of technology, run by their department of labour and manpower, and we have a number of other projects of a similar nature that are at the exploratory stage at this point. We do not have much in the way of signed contracts to date.

**Mr. Sweeney:** In December 1980—I believe the minister's announcement was on December 12, 1980—R. G. D. Dixon, director of professional development in the Ontario Teachers' Federation, indicated that this would go a long way to alleviate the oversupply of teachers in the province. To what extent is that a valid statement?

**Mr. McHaffie:** I think the quote you are making may be from the front of the *Globe and Mail* rather than from the minister's statement, which followed that a little later; Dixon's statement.

**Mr. Sweeney:** I indicated it was Mr. Dixon.

**Mr. McHaffie:** Yes, but I wanted to make it clear that there was perhaps a difference between the interview reported on the front page of the *Globe and Mail* between Mr. Dixon and the reporter concerned and the statement the minister made in the Legislature. Funding employment for Ontario's teachers who are qualified but not employed in education is one of the tasks to which the corporation will be addressing itself.

Perhaps to say that it is a major solution to the problem, or the exact words that you quoted, would be optimistic. If we can get to the stage where there are large demands for the service of Ontario teachers outside Ontario, then we will be delighted. To this point, the enthusiasms we have had expressed in our explorations abroad are partly in that area, but more extensively in other areas, particularly in technology.

**Mr. Sweeney:** Is it reasonable to assume then that the extent to which you could assist in the employment of Ontario teachers would be outside of Ontario? You do not see the employment of those teachers, under your jurisdiction, inside Ontario?

**Mr. McHaffie:** No, this would be the case. There would be one or two potential areas, for example, in project management, but we would not normally see as a basis of operation the engagement of teachers in Ontario for large-scale delivery of educational services to nonOntarians.

There are avenues already that are being



explored by others in this direction, that I think would suggest that our priorities would lie elsewhere.

**Mr. Sweeney:** When I listened to the minister's statement back last December, I understood a scenario that would seem to suggest that the private sector would come to you and say, "Look, we are building a new steel plant in"—wherever, Africa or India—"but in order for it to be operational we are going to need someone to teach the people how to do it." Is that the correct scenario in terms of your terms of reference?

**Mr. McHaffie:** That is exactly one and the most important scenario. In fact, that model has been applied in the development of several proposals. We have inquiries coming in fairly frequently about: "Could you help in this area? Could we talk about the potential? This is the problem we have, this is the proposal." Those inquiries are very much mandate number one.

**Mr. Sweeney:** Do you have a project ongoing at the moment that would match that scenario?

**Mr. McHaffie:** The Nigerian project, which has been subject to some delay, as it has a bit of a history, as you may be aware from various comments that have come out over the last year or so, is a project of that nature. The relationship between the corporation and the private sector will be as a subcontractor to provide certain educational services that make the Ontario or Canadian bid on this international competitive project attractive.

Although the history of that particular project is slightly unusual in that it emerged out of an educational contact rather than a private sector contact, the relationship is precisely one we would anticipate encouraging in the future. In fact, partly because of our youth, we have not actually carried forward any of the overtures that have turned into projects.

**Mr. Sweeney:** We spoke a few minutes ago about possibly placing Ontario teachers overseas.

**Mr. McHaffie:** Yes.

**Mr. Sweeney:** Would the intent be to have them as practising teachers or have them training the teachers in the country to which they are going?

**Mr. McHaffie:** That would depend on several things. First and most important are the needs of the client, the host, the receiving country. These needs will sometimes be for assistance with curriculum development, teacher training and so on.

One of the dilemmas is that a developing country probably has a restricted amount of resources to allocate to the fairly expensive business of engaging expatriate staff. There are a number of countries with a long tradition of expatriate primary service delivery, and we are in discussion with one or two of them. In Papua, New Guinea, we are exploring ways in which we could assist them to broaden the base of their expatriate staff, which is drawn almost entirely from Australia and to some extent New Zealand. They are interested in engaging a broader range so that it is not quite such a monopoly.

**Mr. Sweeney:** Given that your major thrust is to assist the private sector, to what extent have you or can you recover your costs from the private sector?

**Mr. McHaffie:** Our mandate is very much to work towards cost recovery by charging what is reflective of the cost of running the operation. We are optimistic we can do so, but we have to bear in mind that when one is responsive to another client it is a harder element to predict.

We have a fair indication that a number of the international projects that are education only—they do not have an equipment supply or an engineering consultancy—have the potential to contribute to the achievement of that and other goals implicit in the operation.

**Mr. Sweeney:** In your December statement, Madam Minister, you quoted the figure of approximately \$400,000 as the initial investment. The budget calls for \$197,000. How do those two figures come about? How do I interpret them? One is about half of the other.

**Hon. Miss Stephenson:** I think it would be reasonable for Mr. McHaffie to answer that. There was the matter of the delay in the establishment of the corporation.

**Mr. McHaffie:** Partly it is a technical thing, Mr. Chairman. The \$197,900 that appears in the estimates is the transfer payment component of the budget. There are additional components elsewhere in these estimates which do not appear as separate items because they include the salaries and wages of the core staff that are held in a unit within the Ministry of Education and then seconded to the corporation.

This is really for administrative convenience and to provide the employee support that would be difficult for a small unit. Also, the Ministry of Government Services carries within its budget an allowance for the rental of quarters. Those

components together, which were part of the original \$400,000 scale of operation, do add up to a figure in that same general scale.

**3:50 p.m.**

**Mr. Sweeney:** Where else would we find the salary figures? Are they spread all around?

**Mr. McHaffie:** No.

**Hon. Miss Stephenson:** They are in the main office.

**Mr. McHaffie:** They are in main office now.

**Hon. Miss Stephenson:** They are there for purposes of maintaining the support and benefits for the staff.

**Mr. McHaffie:** The technicalities there are related to the status of certain members of our present staff who are seconded, in one case from a college and in one case from another branch of government, to do certain jobs on an interim basis.

**Hon. Miss Stephenson:** That is on page 23, second paragraph.

**Mr. Sweeney:** I see the figure, \$143,200.

It seems you are drawing primarily from community colleges for personnel. I can understand that if you are dealing with the private sector. Does that mean you are not dealing with secondary school teachers, or has it not yet reached the point where you are going to need the services they have? How do we interpret that?

**Mr. McHaffie:** It is a question of not yet. That is my hope. Our problem is to find the place and the financial base to locate people offshore and a point for staff salary that falls between the expensive figures normal in the private sector for expatriate service and the low extremes that have been part of our history through agencies such as CUSO.

We are looking to establish a basis that makes it desirable for a lesser developed country to use Ontario teachers and then go out and do the job of selling. It is a question of youth at this point. We had a number of obligations hanging over from previous commitments made by the ministry and partly by the colleges. Interest in the colleges is partly historical and partly a reflection of demand to date, but we do intend to move in that direction.

**Mr. Sweeney:** This is something we will have to watch for a year or two before we can ask many more intelligent questions.

**Mr. Chairman:** Thank you, Mr. Sweeney. Any other questions?

**Mr. Stokes:** I have one. The Ontario Educational Services Corporation is one I endorse. Having been president of the Ontario branch of the Commonwealth Parliamentary Association for the past three and a half years, I see this as one area where we can provide needed assistance in training and acquiring the necessary skills, particularly for Third World countries.

I have been concerned about the level of education provided to our first citizens, not only in the northern part of this province, but throughout Canada. There appears to me to be an inability by the Department of Indian Affairs and Northern Development to provide a well-rounded educational experience for those people, particularly in a reserve setting where, after they reach grade eight, they must leave the reserve to get secondary school education in Kenora, Sioux Lookout, Geraldton, Thunder Bay or Sault Ste. Marie. When they get there and have to compete with their peers in grade nine, they find out that, academically speaking, they are at least two years behind their peers.

They become very disenchanted with the whole process, and not only from an academic point of view. The culture shock is such that many of them do not make it. They find themselves back on the reserve, a drop-out statistic and a welfare statistic. Many of them adopt our worst habits and take them back to the reserve with them, causing great social disruption when they return to the reserve.

I am sure you are aware that some years ago, in 1970 or 1971, I believe, when the Honourable Jean Chretien was Minister of Indian Affairs, he was well into the process of completely revamping the Indian Act. One of the things that was implicit in this reworking of the Indian Act was to contract out services to the province, where it was obvious that the province had a much greater ability and competence to provide that service. There was to be a transfer of funds from the federal to the provincial level to compensate for that added responsibility.

That did not happen because the native people themselves could not get together on what should be contained in a brand new Indian act. I think the concept of transferring the responsibility for the education of our first citizens to our own Ministry of Education was a good one, and the more I learn of the educational process on the reserves, the more convinced I am that it is the right direction to go.

Because of the shambles the educational system is in, some of our first citizens—they are becoming more sophisticated—from a group of

bands, such as the Windigo tribal council, Khayana tribal council, Treaty No. 3 and Treaty No. 9—would like to have a go at it themselves because it is obvious that the Department of Indian Affairs has fumbled the ball with regard to education.

I know that it is not within your jurisdiction, but it is an educational matter. I, for one, happen to think that we in Ontario, if we were given the responsibility, could do a much better job. After it gets well under way, I think it would reduce the social costs in so many other areas that it would be something we should be looking at.

I am wondering if this is the proper vehicle for that. We help people in Papua, New Guinea, Nigeria and wherever those services are needed. Do you feel it would be presumptuous of you if you entered into negotiations with your federal counterparts to see if you could not restore order out of the chaos created by the shoddy treatment those people are getting with regard to educational services?

**Hon. Miss Stephenson:** If I had a federal counterpart, I would be delighted to enter into negotiations with him, but since I do not really have one—

**Mr. Stokes:** His name is John Munro. He is playing at being a minister of education. I can readily understand why you would not recognize him as such. The federal government is spending an awful lot of money and is not getting results, and these are your dollars and mine.

4 p.m.

**Hon. Miss Stephenson:** We are quite prepared to amend the Education Act in this province to permit the federal government to enter into direct agreements with local boards so that the boards could be locally responsible for the delivery of educational programs to the native children on reserves or off, if they wish. Some of the boards are made up of native people and could take the full responsibility for the educational program of those kids.

**Mr. Stokes:** Correct me if I am wrong. I think in general terms they use our curriculum.

**Hon. Miss Stephenson:** That is right.

**Mr. Stokes:** But there is no relationship between the end product under their system and that under our own. While it is not our mandate to educate treaty and status Indians, I think we are really doing those people a disservice if we do not at least show concern and offer some suggestions for improvement.

**Hon. Miss Stephenson:** We have been attempting to work with them to develop more appropriate curriculum mechanisms for the delivery of educational programming. Unfortunately, we have floundered in that effort because there is disagreement among the various native groups about how this should be done. We are trying right now to get them back together again to begin to talk about the ways we can work co-operatively in order to improve the educational program for native children.

As I said, we are certainly prepared to amend the Education Act to provide a more direct responsibility by boards, some of which would be native people, for the delivery of an educational program to children on reserves. That intention has been uppermost in our minds in the amendments we are proposing to bring forward to the Education Act, but not in the context of the Ontario Educational Services Corporation activity.

**Mr. Stokes:** It was probably devious of me to even raise it under this vote.

**Hon. Miss Stephenson:** It was in your usual clever, Speakerish kind of way that you put it and I understand that. But that has not been one of the directions that Mr. McHaffie's group has been moving on or even thinking about. We are actively involved in the ministry in that kind of activity and would like to make some legislative changes which would give the opportunity to enhance the educational program for those kids.

**Mr. Kolyn:** Mr. Stokes, I had the pleasure of living near the Six Nations Reserve in Brantford for a number of years. Quite a few of the children from the reserve went to school in towns that fringed the area, Hagersville, Caledonia and so on. I lived in Hagersville for eight or 10 years and I know a number of graduates went on to high school and further education.

One of the problems with the reserve over the years, as you are well aware, is that under the Indian Act it is a sort of nation unto itself. For example, years ago if you sold a car and you wanted to repossess it, it was impossible to enter the reserve to take it away. It was just an impossibility. Unless the act is changed, it is the same with education. You cannot do much on the reserve because it is a federal jurisdiction.

**Mr. Stokes:** You are comparing apples and oranges. In the case of the Oneida reserve or the Kettle Point reserve, you can throw a stone to the nearest community. I am talking about



places like Fort Severn on the shores of Hudson Bay, where it is 450 air miles to the nearest high school.

**Mr. Kolyn:** Yes, I see.

**Mr. Stokes:** It is a whole new ball game.

**Mr. Chairman:** We would like to thank you, Mr. McHaffie, for giving us the opportunity to talk to you.

As indicated yesterday by Dr. Shapiro, Dr. Holmes from the Ontario Institute for Studies in Education is here today, and I would like to welcome him. There may be some questions that the members of the committee would like to address to Dr. Holmes. I know Mr. Sweeney was interested in questioning him.

**Mr. Grande:** On a point of order: I don't mind Dr. Holmes coming before us, but I would really prefer that the minister finish with her leadoff remarks, not that I am a stickler for tradition.

**Mr. Stokes:** Well, she is here.

**Mr. Grande:** I understand that, but I want to hear what the minister has to say regarding the things that we raised. Then we can go on.

**Mr. Chairman:** Unless my impression is wrong, I had the impression that the minister had completed her comments on your questions.

**Hon. Miss Stephenson:** I think that we at least touched upon most of the items that were raised by Mr. Grande. I am just looking for the list.

**Mr. Grande:** Mr. Sweeney, do you feel comfortable that the minister has dealt with everything?

**Mr. Sweeney:** I am going on the assumption, Mr. Grande, as you said at the very beginning, that whatever the minister chooses not to respond to at this time, we will bring up again under the votes. If there are specific issues that you want responses to, you will have to address them.

**Mr. Chairman:** That was my impression too, Mr. Grande, if you have some specific questions where you are not satisfied with the minister's comments.

**Mr. Grande:** I have a feeling, Mr. Chairman, that we won't get there. That is my point.

**Hon. Miss Stephenson:** I have suggested that the questions which related specifically to the secondary education review project or to English as a second language might be more appropriately responded to in the presence of Duncan Green or Len Hewitt.

**Mr. Grande:** Not ESL, Madam Minister.

**Hon. Miss Stephenson:** Special ed, I am sorry.

**Mr. Grande:** English as a second language is a very important area and I would like the comments of the minister and her reaction to what I said. If the minister does not want to react, that's fine.

**Hon. Miss Stephenson:** Basically, the question you asked was whether I was prepared to eliminate totally the Metro board of education.

**Mr. Grande:** No, I didn't.

**Hon. Miss Stephenson:** That is really what you were suggesting. You said the Metro board was not carrying out the directions of the Ministry of Education in terms of the funding of English as a second language. You were suggesting strongly that the funds be delivered directly to the area boards, rather than to the Metro board. At the present time, the legislative capacity which the ministry has is to deliver those funds to the Metropolitan Toronto Board of Education. We cannot deliver them to the area boards.

**Mr. Grande:** I told you I understand the problem you have. I hope you understand the problem I am bringing to you and have brought to you for the last three or four years. The problem is with the procedure you are following. You told me two years ago that you were looking into a possible solution of the problem.

**Hon. Miss Stephenson:** We had discussions with the Metro board about this and we are assured by the Metro board that it is delivering the funds appropriately.

**Mr. Grande:** Maybe we should ask the people who understand the funding mechanism for the different boards whether that is the case because I know it is not the case. I think you also understand that is not the case and do not want to go in the direction of conditional grants, which I understand would be a very difficult position to take.

The need for English as a second language is not being satisfied in the area boards. You have made known that your position is that you accept certain guidelines from the area boards as they have sent them to you with regard to your function in English as a second language. You went to current funding with those programs. I am suggesting to you very strongly that what you are doing is funding the source of the problem itself. It is a very serious problem.

4:10 p.m.

If you really understand what the problem is, then it is incumbent upon you and upon the ministry to find a solution. We can go on year in

and year out, but that problem will not disappear. If that is your response, we will have to go on for many more years on this. My feeling was you were looking at it and were going to have a solution this year finally.

**Hon. Miss Stephenson:** No. I said what we would do would be to discuss it with the Metropolitan Toronto board, which we did.

**Mr. Grande:** And what has the Metro board said to you?

**Hon. Miss Stephenson:** There are differences of opinion about the determination of the need, for example, for ESL and differences of opinion within the metropolitan area about the requirement for allocation in that geographic region. However, the decision has been made by the board as a result of the participation of all components of that board, representing all of the area boards of Metropolitan Toronto, that the formula which is developed by Metropolitan Toronto is appropriate.

**Mr. Grande:** And you disagree with it.

**Hon. Miss Stephenson:** This is a local board which has made a decision based upon its knowledge of local situations, which is supposedly the function of a local board of education.

**Mr. Chairman:** If I could interject, under vote 3102, curriculum development, you may address the executive director with questions you have pertaining to your concerns.

**Mr. Grande:** We won't get to that vote.

**Mr. Chairman:** We will get to that vote.

**Mr. Grande:** I am suggesting to you we won't. We will deal with it under main office, under financing. That is the only place to deal with it.

**Mr. Chairman:** Curriculum development would be an area where we could deal with the question of ESL as well.

**Mr. Grande:** All right. That is fair. What about the areas of skilled trades and special education?

**Hon. Miss Stephenson:** The linkage program was the other area I had not touched.

**Mr. Grande:** That's right. These are some very important areas, as you know.

**Hon. Miss Stephenson:** Yes. I believe the response to the development of the linkage program has been very positive and very supportive of the concept which was introduced. This year we have about 27,000 young people in the secondary schools involved in linkage programs. Approximately 80 per cent of those are either in the machining trades or in the motor

vehicle mechanics area; 20 per cent are in the other five or six areas of apprenticeship in which linkage is involved. There is an indication that there will be an increase again this year.

Our concern in linkage is that the student be given an opportunity to become familiar with the requirements for the apprenticeship and, secondly, to achieve about one third of the academic portion of a full apprenticeship program while still within the secondary school system, and that by the time they leave grade 12 they have certification behind them as well as a secondary school graduation diploma. Those who then choose to will go directly into apprenticeship programs with a lesser requirement for academic responsibility than they would have if they had simply gone directly from school.

This is meeting a need of a number of young people. Not all of those who are in linkage are going to go into apprenticeships; we realize that. We know that some of them may choose to do other things. If a significant portion of those who evinced an interest and are participating do go into apprenticeship programs, then we will be going a very long way towards meeting the requirements we have.

I told you earlier of my concern when we started it, because of all of the propaganda I had heard from parents and all sorts of other people, that if the young people did participate—and I was apprehensive that not very many of them would—most of them would go into the service apprenticeship areas. I have been proved entirely wrong. It pleases me no end, I must say, because the areas in which they are participating are related specifically to industrial activity.

**Mr. Grande:** In other words, you are saying you have no plans to go beyond the linkage program.

**Hon. Miss Stephenson:** Oh, no, I did not say that at all. What I said to you yesterday was that as a result of the activities of the Ontario Manpower Commission there have been capabilities established for certain fairly specific forecasting. Plans have been developed which, I believe, will be before cabinet very shortly about the ways in which we can facilitate easier entry into apprenticeship programs and make them more available for students.

One of the other things we are doing is co-operative education, which has strong implications for apprenticeship and skills training as well.

**Mr. Grande:** Out of the 27,000 students who are in the linkage program, how many are enrolled in more than one linkage program?

**Hon. Miss Stephenson:** Those students are enrolled in one linkage program.

**Mr. Grande:** Just one?

**Hon. Miss Stephenson:** Just one. As I said, 80 per cent of the 27,000 are enrolled in industrially related apprenticeship linkage programs.

**Mr. Grande:** Have you found out from the Ministry of Labour or any other ministry in government, whether a study has been done to determine what skilled tradesmen will be required within the next five years in this province?

**Hon. Miss Stephenson:** One of the mandates of the manpower commission was to develop an information and data base about projected needs in a number of sectors. That is being done now. There is some good preliminary information right now. In addition to that, the community industrial training councils around the province have been carrying out their own studies on a local basis and tying in their information to the local school system and community college, if there is one, to ensure that there is a relationship between what is offered in the school system and what is required in the community.

There are 51 of those CITCs in Ontario now, including one in Kenora. There is not one in Geraldton at this point. Some of the CITCs are rather young and have not yet developed an integration between the employment requirements of a community and the educational system, both secondary and post-secondary. That has been one of the objectives of both ministries for the last couple of years. We are fairly pleased with what has been happening.

**Mr. Grande:** The problem is that skilled tradesmen in this province are at a shortage right now. In the next five or 10 years it is going to be a drastic shortage.

**Hon. Miss Stephenson:** But we are moving to alleviate that shortage.

**Mr. Grande:** And immigration is going to solve your problem?

**Hon. Miss Stephenson:** No. Immigration has not solved our problem for the last four years.

**Mr. Grande:** It appears there is a reluctance on your part to do more than what you are doing in this area. The secondary schools of this province are ready to move in that area but they require funding and they require replacement of some of their machine shops.

**Hon. Miss Stephenson:** That has been recognized in the GLGs specifically for the last couple of years. There was a significant increase last year and there is a significant increase again this year directed towards that activity within the secondary school program.

I question the responsibility of any school system that attempts to duplicate the sophisticated machine tool operations, for example, that are in the community because there is a possibility of those students participating in that work place for a training program through such things as co-operative education.

**Mr. Grande:** That is fine. I am not suggesting that you should be duplicating in the schools what is out there in the community. All I am saying to you is make it firm that what is out there in the community ought to be training our skilled tradesmen.

4:20 p.m.

**Hon. Miss Stephenson:** That is what CITCs are all about and that is precisely the kind of initiative we are attempting to take. In many instances, they have been quite successful.

**Mr. Grande:** I am afraid we are going to see within the next 10 years a crisis of unfilled proportions and yet we are just moving along in our slow way. When the real crisis comes we will say, "Oh, God, it is here. We have not done what we should have done 10 years ago."

I guess that is the process of government. The treatment of this area is really unsatisfactory.

**Mr. Chairman:** I believe, Madam Minister, that you have officially responded to the response from the critics and we can proceed. I apologize for this brief interruption, Dr. Holmes.

**Mr. Grande:** I am sorry, Dr. Holmes.

**Mr. Chairman:** Mr. Skolnik is present also. Welcome again.

**Hon. Miss Stephenson:** I think you should be aware that Mr. Skolnik was in the Ministry of Labour when we first began to develop our labour market information projections. He went back to his first love, however, which was education at OISE, and we struggled on from there.

**Mr. Chairman:** The first love is always the last love.

**Mr. Stokes:** From a more ethereal perspective?

**Mr. Skolnik:** Finance and negotiations are rarely classed as ethereal. It is nice to be here today.



**Mr. Sweeney:** I agree with Mr. Grande. We are probably not going to get to a number of the things we want to raise. With respect to labour market projections, I understand you have some experience in it.

**Mr. Skolnik:** That is in my other briefcase.

**Mr. Sweeney:** I just want to raise the question and maybe both the minister and Mr. Skolnik might comment on it. One of the major drawbacks with the present ministry student guidance program is the lack of a labour market projection.

In other words, a high school student can get information about careers, qualifications he has to have and places to go for training. But there is nothing that says whether or not there will be a need for these kinds of people four or five years from now when he or she finally gets out of training. Can either one of you tell me whether or not that is being done or can be done?

**Hon. Miss Stephenson:** That kind of information has to be available to the student who is making a post-secondary decision at grade nine or 10.

**Mr. Sweeney:** I want to get at this question of restructuring the secondary schools so students might begin making some decisions a little earlier and then in the last couple of years at the secondary school actually work on those career developments. It would seem essential that some guidance source has to be able to suggest to them in fairly accurate terms—

**Hon. Miss Stephenson:** We do not even say fairly accurate, but as accurate as they can be. They will never be precise. I am not sure that it will ever be possible to persuade all of those involved in industrial development to give us the information that would even provide good ball-park figures. But we do have some idea about where the needs are likely to be, and that information must be made available to the students.

**Mr. Grande:** The Premier said we are going to have it. I remind you of the BILD program, the promise of 1981. He said we are going to have it. By God, either we will have it or we are going to have legislation to do it.

**Mr. Sweeney:** Believe it when you see it. Dr. Holmes, I wanted to touch on two areas.

First of all, I would like to go back to a point I raised yesterday with Dr. Shapiro. At that time, he said you might be available today and could elaborate a little bit further. I am referring to your field development newsletter of this month and your reaction to the secondary education

review project discussion paper, particularly to that section where you talk about standards in the province. If I can go back and repeat once again, you have indicated here, "Surely part of the problem is that we are almost totally ignorant of that topic." Then you go on to say, "Ontario's Interface study only compared the small minority of students who took grade 12 and grade 13 math and found no significant change in the former and significant deterioration in the latter."

Then the SERP paper makes the strange claim that "the level of student performance in 1977 compared favourably with that of the decade earlier," whereas the publishers of the Canadian Test of Basic Skills had to lower their Canadian norms for reading and mathematics increasingly from junior to intermediate grades. Unfortunately, we simply have no idea what has happened to standards in Ontario. And it goes on and on and on.

That has been a concern of this educational estimates committee over the last number of years. Could you elaborate on that? Just where are we in this whole area?

**Dr. Holmes:** I do not know that I can elaborate very much. I just think that it speaks for itself. The fact is that we do not really have any base line standards and we really do not know what achievement levels are today in the province compared with 10 or 20 years ago. But precisely the same is true of the whole of Canada. Canada is in that situation.

Canada is somewhat unique in that most other developed countries do have some kinds of standards. They use different kinds of ways of making checks. The Americans have college entrance board tests and they have records of these going back for several decades. European countries have different kinds of examinations. We really do not have anything in Canada, and it does make it difficult when there is a lot of public discussion about it, with some people screaming that standards have gone down and other people screaming that standards are much higher when the fact is we really do not know. All we can do is make guesses on tiny little fragments of information.

**Mr. Sweeney:** Is it within the realm of reasonable possibility for an educational system to say—and I believe we have the beginnings of that in Issues and Directions—"Here are our goals and here is what we want to accomplish?" Flowing from that would be some kind of programming and curriculum decisions. We have done all of those things. Can we come back

and say, "Here is the mechanism by which we are going to check, find out, discover, or whatever you want, whether or not those objectives and goals are being realized?"

**Dr. Holmes:** That depends on a number of things, and probably it depends largely on the specification of the goals. If the goals are not very clearly specified, then it is not going to be possible to check whether one can achieve them. If they are written in very grandiloquent language, then it is not easy to tell whether one achieves them.

Also, one can assume that goals are likely to change and, as one's goals change over time, then assessment of the achievement of those goals is going to be difficult. There are certainly some objective areas of which it is really possible to check the achievement and check changes over time—in the basic cognitive skills, for example, basic mathematics, language, writing. Certainly it is possible in those areas.

About the other areas I would say it is probably going to be very difficult to check the comparative achievement of them, even if we are fairly precise about our goals. I am thinking of areas, such as attitudes and values, where I personally think we should not be checking particularly carefully or very closely students' values because one has the problem of interference with individual privacy. Although it may be technically possible to determine what a student's values are, it may not be desirable for us to do that.

4:30 p.m.

At the same time, we still say we want to develop certain values. It seems to me that it is perfectly reasonable, but while we are developing these, we may turn around and say, "Yes, but we have to be very careful about how closely we evaluate them."

It all depends on the goal one is talking about. If you have an unclear goal which is difficult to define, then I do not think you can check its achievement very well. If you have a fairly clear goal, but it is an area where there is a fair amount of individual privacy, it may be possible to check the achievement of that goal, but you may decide it is undesirable to do so. Then there are many other areas, academic subject areas, where it is perfectly possible to check achievement.

**Mr. Sweeney:** Let me refer specifically to the

13 goals the minister enunciated a year ago and which are repeated again in Issues and Directions.

**Dr. Holmes:** In the translation, I think, I must say I like the translation in the separate board.

**Mr. Sweeney:** As you responded to my previous question, I can see a number of goals in here that probably would be difficult to assess from the way you describe them.

**Dr. Holmes:** Yes.

**Mr. Sweeney:** But there are some, for example, goal number three, the basic knowledge and skills needed to comprehend and express ideas through words, numbers and symbols. Would you have any reluctance to suggest that can be evaluated?

**Dr. Holmes:** No.

**Mr. Sweeney:** There should not be any problem there?

**Dr. Holmes:** No.

**Mr. Sweeney:** How about skills that contribute to self-reliance in solving practical problems in everyday life? I am deliberately picking those I think have any chance at all.

**Dr. Holmes:** Probably there are some things that could be checked, but there would be a fair amount of discussion that would be necessary to define exactly which those skills are.

**Mr. Sweeney:** As I go down through the list of the 13 goals, quite frankly, I can find very few that I sense can be evaluated in the way in which we are talking about them.

**Hon. Miss Stephenson:** I would remind you that the goals and objectives that are set out in the four pages of Issues and Directions are the general goals of an educational system, and I think one might have some difficulty in measuring the achievement in certain of those general goals. I also would remind you that in the subject areas that make up part of the academic portion of the educational system there are objectives specified within the guidelines for each of the subjects. Certainly those are measurable.

**Mr. Stokes:** I thought Mr. Sweeney would point to number 11. That is one with which I am sure the minister agrees but does not practise, he said as he lit his cigarette.

**Mr. Sweeney:** Let me move on to quite a different area.

**Dr. Holmes:** I understand you are involved at the present time with reviewing the intermediate division, that there is some kind of a study

going on through the Ontario Institute for Studies in Education. You are touching it in some way? Am I correct or not in that?

**Dr. Holmes:** No, I do not think so. I am not quite sure what you are referring to. Is it the intermediate division, grades seven to 10?

**Mr. Sweeney:** Yes.

**Dr. Holmes:** Are you talking about the Ontario Assessment Instrument Pool?

**Mr. Sweeney:** Within the intermediate division.

**Dr. Holmes:** The Ontario Assessment Instrument Pool is largely, but not entirely, devoted to the intermediate division, and I have been involved in part of that work.

**Mr. Sweeney:** Let me tie in then. I am looking at the SERP study and particularly the reference to reorganizing the curriculum so that grades seven and eight would be tied in with grades nine through to 12. What is your reaction to doing that, to using a different kind of cutoff than we have at the present time, in your experience with seven through to 10?

**Dr. Holmes:** I think there is no right or wrong place to make cutoffs. Cutoffs are administrative conveniences. Whether we make a change at grade five or grade six or grade 10 really does not make very much difference.

In the context of the SERP report, whose major recommendation is perhaps the elimination of grade 13, and in the sense that some compression will result if one wants to achieve the same standards as we currently achieve at the end of grade 13, I would say it is an excellent suggestion that compression not all take place in grades nine to 13. As SERP suggests, there should be some extension to grades seven and eight. We should not say we cannot let anything spill over the boundary from grade nine into grade eight because one is secondary and one is elementary. In that sense, I agree with SERP. But whether one says that secondary begins in grade nine or in grade seven, I do not think makes very much difference in itself.

**Mr. Sweeney:** Does your experience in other areas suggest to you there is a more natural or more logical break between 11 or 12-year-olds than there is between 13 and 14-year-olds?

**Dr. Holmes:** Different provinces and different countries use different breaking points. I do not think one can say that one is right and one is wrong. We all have our own prejudices. I must say my prejudice would be to say there is something of a break round about the age of 10

when most children begin to become more heavily involved in abstract thought. Then there is perhaps another break when children get through adolescence around about the age of 14. That is my prejudice.

Children vary tremendously. Some children are doing abstract thinking at age eight and some do not get into abstract thinking till very much later. There is never going to be a division which is going to be ideal. I would not want to spend a great many of our declining available constant dollars on administrative reorganization. If we can make reorganization and have it not cost any money, that is another matter. I do not think those breaking points are critical matters.

**Hon. Miss Stephenson:** Physiologically, most children do not emerge from adolescence at the age of 14. It is significantly later than that.

**Mr. Stokes:** Some of us never do.

**Hon. Miss Stephenson:** I was only speaking physiologically, and there is certainly a physiological component in the learning process.

**Dr. Holmes:** Yes, but also that emergence is getting earlier.

**Hon. Miss Stephenson:** Yes, but it is not a short, limited period of time now.

**Mr. Sweeney:** Those are the two issues I wanted to raise, Mr. Chairman.

**Mr. Chairman:** Thank you, Mr. Sweeney. Are there any other questions?

**Mr. Chairman:** Thank you, Dr. Holmes and Mr. Skolnik. We certainly appreciated your presence today and your comments.

I would like to welcome Mr. Duncan Green, chairman of the secondary education review project. There have been numerous references, Mr. Green, to the study paper or the discussion paper.

**Hon. Miss Stephenson:** Preliminary report and discussion paper.

**Mr. Chairman:** I am sure a number of our committee members would appreciate addressing a few questions to you and seeing whether you can provide the committee with positive, optimistic solutions to the problems in education.

**Mr. Sweeney:** Both the NDP critic and I had raised a few questions with the minister, Mr. Green. She suggested that perhaps it would be helpful if we raised them with you as well. In that context, we may appear to be repeating ourselves.

I fully appreciate that this is a discussion



paper and the context in which I ask the questions is such. The first question I have is about the suggestion near the beginning of changing the number of credits, using the quarter credit principle. I had indicated to the minister I felt this might be unduly complicated and sophisticated. I wondered were we going to get enough out of it to make it worth while. The teachers, in particular in the secondary schools, feel that it had a surplus of mixed-up approaches to what is going to happen. As a matter of fact, I have even heard it referred to as being gimmicky. It has also been compared roughly with the way in which the American college system operates, the three-hour credits and things like that.

**4:40 p.m.**

Could you indicate what the rationale is behind that and why it is even being entertained or whether it is just a flier? It seems so much simpler to say, "Let's have eight credits a year for four years and then we will have 32 credits." Why are we fiddling around with what seems to be a complicated structure?

**Mr. Green:** Mr. Chairman, all of the concerns raised by Mr. Sweeney were raised in the context of the project by the various committees. I personally have some reservations about the escalation of numbers.

There are two main reasons for its surviving and being more than a gimmick, as you have described it. One is the volume of material which was suggested should be compulsorily included in the curriculum and the diversity of that, which does not lend itself to packaging in terms of a total year. For example, the majority of the committee would feel that a life skills course is a perfunctory way of approaching the problem of educating kids in that direction.

They feel that would lend itself to an arbitrary packaging which would remove some of those skills from the context in which they were understood. The feeling was strongly that that particular component, among others, such as the currently existing exploratory shop programs in any number of technical schools, would be better served by this kind of fractional arrangement than it is presently served by having to lump them all together.

The second is the definite feeling that the secondary schools in the future—indeed now—should be in a position to offer a student a service to his needs when he appears on the doorstep after having perhaps left it, rather than having to say to him, as they so frequently do,

"We cannot attend to you in our own school at this point, the end of October, until the beginning of January or"—conceivably—"until next September. We can recommend the school down the road."

This school receives the student with like diffidence, and the very student who is seeking re-entry is the student who tends to be turned off by this kind of approach. We felt this kind of structure could accommodate the far more flexible school timetable, which would enable students to enter school at more frequent intervals than at present is the case in most jurisdictions.

I should add, by the way, this does not obviate the fact that there may very well be some content subjects that would be packaged arbitrarily, if you like, in four-credit units or six-credit units. You are saying that once you undertake the one, you are going to have to go through the whole bag for this collection of subjects. That is a refinement which is not spelled out here, but it is a refinement which I grant you is coming to us via the individual input we have had to date from numbers of teachers. Most organizations have not responded yet, nor do we expect much response from formal organizations until the end of this month.

I should add, for the information of the committee, we have had approximately 700 individual responses so far. Some of those are repetitive responses on specific issues. I would guess that probably we have about 300 to 400 individual letters all over the place with only one or two small organizations having responded.

**Mr. Sweeney:** Mr. Green, I come back to the question I just raised with Dr. Holmes, the recommendation affecting grades seven and eight for curriculum purposes and, I detect, reading between the lines, for organizational purposes as well, although not necessarily organization within a particular building. I appreciate that is not what you are talking about.

**Mr. Green:** Nor within a particular teaching jurisdiction from our point of view. I think it is important to add that. There may be jurisdictional disputes over who is entitled to teach in grades seven and eight, and we are arguing that should not affect the curriculum organization at all. Those disputes are going on currently in those schools which are organized in cross-panel fashion at the moment.

**Mr. Sweeney:** Unless I am mistaken, the

present teaching certificates in Ontario allow for that overlap from seven through to 10, do they not? Either an elementary or a secondary teacher can teach in those four years.

**Mr. Green:** Yes, that is right.

**Mr. Sweeney:** That is not what you were referring to then.

**Mr. Green:** No.

**Mr. Sweeney:** Were you speaking of federal jurisdiction?

**Mr. Green:** That is right.

**Mr. Sweeney:** Which is a very real concern.

**Mr. Green:** Yes, it is. That is why I thought I would indicate that it has been discussed in the committees.

**Mr. Sweeney:** Again coming back to the question I asked Dr. Holmes, did you make this recommendation because of the mental, social and physiological changes you perceive in children at this particular point, sensing that it was a more natural break? Or did you make it because it seemed if you were going to compress the system and eliminate the thirteenth year, but not the content of that thirteenth year, you needed to go below grade nine?

**Mr. Green:** For both reasons. I will respond more elaborately to the first, if I may.

It became apparent to us, given the organizational patterns of any number of boards, in particular major boards, students were faced with choices in grades seven and eight that determined the physical location and environment in which they would be undertaking a secondary education. Not all boards operate composite schools, where all students at that age are brought together and where that can be worked out within the context.

The significance of that decision is acute for a family, and we felt that the curriculum structures should indicate the flow from grade seven on up to the end of secondary school. Particularly our minds were on the documents that would spin off from this so that teachers throughout that process would have access to curriculum documents, indicating what had gone before and what had come after, and would create, we hoped, a better understanding on both parts of what preceded and what was to follow the activities of the individual feature concerned with a specific class at a specific grade level.

**Mr. Sweeney:** There is a sense that this seven through 12 flow would have another break in it—I notice that the secondary school teachers'

responses clearly point this out as well—and that the first four years would tend to be quite general with very few options, being more or less an overall preparation, whereas the last two years would be more specialized, packaged programs. There would be the beginning at least of an identification of the kids likely to go on to college or university, those who would likely go into apprenticeship programs and those going right into careers.

Is that a valid interpretation of what you people have in mind?

**Mr. Green:** Yes, I think it is a valid interpretation.

**Mr. Sweeney:** Is that the sort of approach you are getting a fair amount of support for, or is it one you are being challenged on?

**Mr. Green:** We have had very little comment on the organizational pattern, and I would not have expected it in individual letters necessarily. I do expect that organizations will respond more fully in this way. One prominent trustee organization I am acquainted with is going to indicate that it really thinks our recommendation 10 ought to be kindergarten to grade 12 in terms of curriculum documents, and the flow should go right through.

**Mr. Sweeney:** We raised a question with other ministries of government with respect to your recommendation 56. The question was raised here as well, Mr. Green, particularly on the use of certain very clear words like "require" and "ensure," referring to the liaison between the school and the representatives of business, industry, labour and management.

The thrust of my question was that it probably would not be possible to implement 56 if you did not also get mandates from other areas, if, for example, the Ministry of Industry and Tourism and the Ministry of Labour, in conjunction with management, labour, industry and business, did not require that kind of liaison. The question flows from the use of those very definitive words such as "require," and "ensure." What did you have in mind when you included that recommendation?

**Mr. Green:** Probably two things, neither of them the concern that you raise, curiously. In the course of the project, people felt, given the concerns expressed both by business and labour in respect of the educational enterprise, that there would be no reluctance on their part to enter into joint operations in this connection.

We were heartened by that, I suppose, inasmuch as in the previous Schools Adminis-

tration Act, prior to the Education Act consolidation, school board advisory vocational committees were mandatory for school boards and there was no difficulty. I do not know whether there was counterpart legislation in the other arenas or not, but the school boards had no difficulty in fulfilling that mandate.

**4:50 p.m.**

Secondly, we had had a number of submissions recommending that those specific committees be re-established and boards be required to establish them. A number of trustee representatives throughout the committees indicated they had structures already in place that may or may not conform to a strict requirement laid out in legislation.

They were concerned that they would have to dismantle an operating mode that was presently working pretty well and replace it with one on a sort of arbitrary basis. Our compromise position was to include the word "require," rather than it be "recommended" that boards do this, but to leave the particular mechanics up to the local board, which may find its needs vary incredibly.

**Mr. Sweeney:** I put my question in the way I did because there has been quite a vocal concern in the Legislature about the apparent reluctance of business and industry to get involved in the training program. I am sure you heard about it earlier this afternoon from my colleague from the NDP, and I am sure if you have examined any of the Hansards from this place over the last four or five years, it has come up time and time again.

There is this seeming reluctance of Ontario business and industry to assume their responsibility in comparison with, say, other jurisdictions, such as Europe and Japan, which accept it as a part of doing business. In Ontario we do not. We even have businesses that do not train their own workers in Ontario, but do train their workers when the same businesses are located in other jurisdictions because those jurisdictions require it. It does not appear that Ontario business and industry are willing and ready to do this—from their track record, at any rate.

While a very lofty statement, it seems this is not an achievable one unless we change the attitude of business and industry in Ontario. We may even have to go so far as to mandate it and say, "If you are going to operate in this jurisdiction, there are certain things you have to do with respect to training workers." Obviously, that did not come as a concern to you.

**Mr. Green:** Yes, it did indeed. If you look at the last page of the discussion paper you will find, none the less, that given the style of operation, the format of the project and the membership on the committees of the project, there were items we were unable to resolve in that time. Rather than eliminate them completely from the discussion paper, we quite frankly included them on the last page. Probably an early preamble to that could indicate that they have been discussed at some length in the project, but no majority consensus emerged from the committee sufficient to put it into part II.

However, we have highlighted the problem rather specifically, indeed more specifically than some members of the committees might have wanted it highlighted, on the last page of the document.

**Mr. Sweeney:** That is under your heading, Training Places in Industry.

**Mr. Green:** That is correct.

We are aware that the two jurisdictions where we spent some time, West Germany and the United Kingdom, have different structures in place in an attempt to deliver.

**Mr. Sweeney:** I understand that after the grade 13 question, which has received a tremendous amount of public attention—

**Mr. Green:** Curiously there is no recommendation on that.

**Mr. Sweeney:** I was going to make the point that this is the one everyone seems to have latched on to, perhaps for obvious reasons.

**Mr. Green:** The media identified it as the major issue. They told me that in the second phone call I got after it came out.

**Mr. Sweeney:** They had already decided?

**Mr. Green:** Yes.

**Hon. Miss Stephenson:** They had decided that before the project was started.

**Mr. Grande:** I wonder why.

**Mr. Sweeney:** The second one that seems to have come up time and again, not just in your study but in other studies over the last two or three years, is the whole question of discipline in the school. I understand that the way in which you have expressed it here is discipline in a much broader context. You are not just talking about discipline in the sense of reward and punishment, but the whole milieu, the environment of the school, the way one encourages kids to be learners. What are the words the minister uses? The dynamic process of learning, or something like that.



Your recommendation, Mr. Green, is that there should be a greater degree of involvement of parents and students in making up the code of behaviour, the rules and the operational procedures of schools.

**Mr. Green:** That is correct.

**Mr. Sweeney:** There has been some reaction to other recommendations of a similar vein. I do not know whether you were present when we talked about the recommendation in Issues and Directions of parents being involved at the local school level in other than discipline. As part of your discussion in this area, did you get the sense that this would come about? Is there a sufficient body of parents who would really participate? Is it a hopeful ideal or is it a genuine possibility?

**Mr. Green:** I will answer in two parts. First from the project's point of view, we had a number of submissions from schools and from groups, either boards or parent constituencies, suggesting this recommendation as a means of grappling with that. As we were also familiar with some schools that had taken this route and seemed to be successful with it, we felt it was a practical recommendation.

I would like to add a personal note. One of the wrestling matches in the jurisdiction I am most familiar with, which is the city of Toronto, is the natural temptation of a legislating body or school board to say, "This has worked here and, therefore, it is good for everybody."

Our first experience with that was with a staff-student committee to monitor the expenditures of extracurricular funds. The board, in its wisdom, with the help of administration, in its somewhat lesser wisdom, developed a set of guidelines. About six schools wrote us immediately, saying, "If this goes through, we will have to dismantle another structure that is working well."

Rather than rely on an advisory committee to the school that has no other mandate than to advise the school, what is being suggested is to identify an issue and bring the people together to discuss it. When you do it that way, the membership hangs together and extends its mandate as it becomes educated to other elements in the school in a useful way. That accounts for the apparent softness of the recommendation. Yet I think there is good hope for its success.

When we examined the legislation, it was difficult to understand how one could, by way of legislation or the incorporation of greater sanc-

tions, develop a response to the discipline problem that was not going to be determined by a co-operative climate on the site.

**Mr. Sweeney:** Can I ask one last question, not because there are not many questions from the report, but because we have a time problem? My reading of recommendation 99 indicates that they be classified as secondary school students for all purposes including funding.

I am sure you are aware of the debates that have gone on among the minister, myself and others as to whether or not that means that whatever the level of secondary school funding for the public secondary schools in the province, it should be the same level as secondary school funding for grades nine and 10 in the separate schools. Was that your intent?

**Mr. Green:** That was our intent. Could I take a moment to indicate how the project worked in reaching its recommendations because I think it is important?

None of the committees of the project took votes on any issue. Our process was to put the issues before people, the assessment of how they were being done and the possible directions, and by a process of refinement through the various committees—the first two committees, in particular—to discuss those.

At a point in the discussion, I would be nervous enough to say, "It would appear to me that the majority opinion on the committee is as follows. If I am inaccurate let me know." Usually after the first summing up, I was told that I had been inaccurate in one or two respects. The discussion continued until we reached a point that was the majority position.

I doubt that there is a single member of the project who would enthusiastically endorse all 101 recommendations. That is why they are out there in the form of a discussion paper. I see them as a compromise position. There were those on the committees who firmly believed in the common school with no exceptions. There were those on the committees who firmly felt that constitutional provisions in this country and their counterpart in one or two other provinces will be neglected if a fully funded separate school system is not provided.

**5 p.m.**

**Mr. Sweeney:** I have heard two versions of the overall impact. One is that it is not that radical. The other is that it is going to change the secondary schools in Ontario significantly. What was your intent?

**Mr. Green:** We were not short of people who could indicate to us how secondary education in the year 2000 should be delivered. We were short of people who could tell us what the schools would look like or how the teaching constituency would behave in 1985. My feeling is that it is an evolutionary document with the potential, given its flexibility, to radically change the secondary schools. The seeds of radicalism are somewhere there, I suspect.

**Mr. Chairman:** Thank you, Mr. Green. I would like to express a personal bias, as a former educator for 13 years, and congratulate you on the work you have done in presenting this discussion paper.

**Hon. Miss Stephenson:** He is not finished yet either, remember.

**Mr. Chairman:** No. I am sorry, Mr. Grande. I always jump the gun, as they say.

**Mr. Grande:** No. You did not jump the gun. You took the prerogative as chairman to say something. That is fine.

**Mr. Chairman:** I could not help but express the sentiments I have.

**Mr. Grande:** Of course. I have some questions and I will try not to overlap them with the questions of Mr. Sweeney.

I do not think you touched on my concern about the compression of grade 13. I understand that the university is an autonomous body and can make its decision as it wishes. My concern is that the university will go to a four-year BA. I understand we had some assurances from the minister that would not take place. You did make some assurances that you hoped that will not take place. Let us put it this way.

**Hon. Miss Stephenson:** Yes. That is correct.

**Mr. Sweeney:** Or that it need not take place.

**Hon. Miss Stephenson:** That is right.

**Mr. Grande:** Basically, in terms of the feedback you have had to the discussion paper, has that come up as a possible problem?

**Mr. Green:** Yes. It has come up as a possible problem. It has been raised in most of the constituencies in which I have spoken since the paper was out. It was raised in the course of the project.

None the less, we do have a submission from the Council of Ontario Universities that says it can live with compression, provided the content is safeguarded. We assume that they will co-operate in the identification of that content, via the subject counselling that is presently being established, and that they would see no reason to change their patterns.

It was raised when I met with a group of deans, principals and directors at the University of Toronto about whether or not this would mean that the university should do this. I said they would have the embarrassing situation of explaining how they have been able to accommodate any number of students successfully on the way to a three-year degree from other jurisdictions with no longer a period of educational preparatory time than the one proposed here.

So far as the indefinite future is concerned, I certainly could not give a commitment at all. My personal comment in the final analysis, however, would be that if indeed that came about at some indefinite point in the future, the question then would be in which atmosphere would it be best for students 19 years old to receive that kind of instruction. I guess if push came to shove I would say for the vast majority it would be probably better in that other setting. That has obvious implications for university funding and difficulties of that degree.

**Mr. Grande:** That is exactly the concern. It seems to me that as of today the universities—and I guess we will come to that under Colleges and Universities estimates—have been underfunded and badly underfunded. My concern at this particular point is about the student and parents who had thought their son or daughter could have 12 or 13 years of free public education, if you like. However, instead of three years of university education, the student would have to have four years of university education which is at a cost. Frankly, I am concerned about that cost.

**Mr. Green:** There are two other elements, if I may respond to that. One, I do know a submission is coming to us from an organization that is going to propose that there be a provision for a clearly identifiable first university year that might be offered in the physical setting of a secondary school in order to accommodate those people for that kind of concern. It would call for a very clear identification, however, of that year in that setting as a university year. That could raise its own jurisdictional difficulties too, I am sure.

Second, in the total terms of the project, bear in mind that we are talking about 12 to 13 per cent of the students in secondary schools. There was a conscious feeling throughout the committee that the whole secondary school pattern has been dominated by that number for an inordinate number of years. I suppose the committees, at any rate, in the project had to weigh the balance this time.

**Mr. Grande:** All right, I will leave that area. I just want to express to you my concerns about that.

**Mr. Green:** We are having them expressed by others as well.

**Mr. Grande:** In terms of where the compression should take place, I know some people have mentioned possibly the whole elementary and secondary school system should have been looked at as opposed to just the secondary school and down to grade seven. It seems to me, if I remember correctly, in one clipping you agreed that the elementary panel should be looked at in this compression.

My feeling is that if we do not do it then from the point where we decide the compression should take place, whether it be grade seven, grade eight, or whatever, up to grade 12, for a certain portion of our student body the content and the demands put on them might be too much and result in an increase in the dropout rate in our high schools. Some people have said that. I wonder if you could comment on it.

**Mr. Green:** I would like to comment on two phrases, the compression angle and the dropout question. The word "compression" is continually being used. I prefer, quite frankly, the word "clarification" of the curriculum. I do not think it will ultimately involve compression in all of its dimensions, in all of the subjects, but if there is a clarified core and a clarified optional collection by the curriculum documents, then I think we would find an amount of duplication in some of those subjects could be avoided.

5:10 p.m.

I think too that some things that are now presently viewed as being ultimately necessary may appear in optional sections to some degree in parts of the curriculum. I talk very particularly in terms of mathematics because that appears to be the subject which is raising the greatest number of difficulties when this looms on the horizon. I should add, however, that there is a feeling throughout the committees that mathematics rather inordinately dominates the curriculum today.

The person keeping all his or her doors open, as we would say, in grade 13 is going to take a program that consists of English, physics, chemistry and three mathematics. The question of esoteric mathematics—and increasingly esoteric towards the end—being an obligatory pattern for so many of the students begs the question of a review of the mathematics curriculum in that way.

Rather than compression, I would use clarification. It may be that in the process of developing those some might dig down further, I suspect. That is why, for example, the trustee organization is saying it thinks those curriculum guidelines ought to be stuck to in regard to grade 12, not from grade six to grade 12. Given our present structure, I think that could be done. I am not violently concerned about that.

On the issue of resulting in an increase in dropouts, it is conceivable it may. The committees for the project are faced with responding to an inordinate number of requests that said the present secondary school graduation diploma does not require enough of students. Indeed, we had a lot of letters that said, "By the way, we said that when the benchmark was initially established at 27 credits in 1971. Would you please beef up the amount of time that students are in contact with educationally monitored programs?"

There were two things that led to that. One was the incredible number of subjects recommended for compulsory inclusion in the curriculum, and it is hard to see how that can be accommodated without increasing the amount of time that students are in contact with teachers. Secondly, there was a sense that the hopes, if you want, optimistically expressed in *Living and Learning*, were not completely being realized by secondary school students in the appropriate use of the time that was apparently available in the course of the school day for their independent studies.

So that was our attempt. Is there a hazard it will increase the dropout rate? That is something to wrestle with because obviously that makes for a formidable day. There are three cushions in the process. One, in eliminating grade 13, if that becomes an overwhelming arrangement, students can take more or less time to complete this agenda as they have always done. It was quite customary through the 1950s to counsel students to divide that terrifying grade 13 year into two parts. Any number of schools had significant numbers of students, called six-year students, who were there for that longer period of time. If the demands are such that a student finds he has to exceed what might be accommodated in the four to five years, I do not see a problem with that.

Indeed, that would be my recommendation for solving the problem that seems to be a lot of people's concern, namely, the question that the student is not socially ready to go anywhere else. If he is not socially ready to go anywhere else, then he can remain in that environment



until he is socially ready to go somewhere else. If that can be held out as a valid expectation and a person not be made second grade as a result of it, I do not think it will increase the dropout rate.

Second, we put a much greater stress on co-operative education, work experience, linkage programs, that kind of things, education in settings outside the school, so that the relevance of what the kid is doing in school can apparently be made clearer to him than the school constituency within the school building is always able to do. My hope would be that balance would provide enough of a change in direction of educational service delivery that those students who might give up in a discouraged fashion would get a reinforcement from outside.

Third, even if they do leave midway through, as long as we can establish more flexible procedures for receiving them on their return, the educational experience of their departure might be greater than the educational experience that they would have obtained while they were there.

**Mr. Grande:** Fair enough. The other question I have is regarding the area of the skilled trades. I guess this one is going to lapse, although the other one did as well, the second one.

In terms of your feedback since May 1 and May 3, what have been the indicators regarding taking that broader route, which is the tax levy or grant levy type of situation, in order to ensure that we are going to get skilled tradesmen we need down the road—not so far down the road either?

**Mr. Green:** Because it has come from individuals, most input has commented on the idea rather than the delivery mechanism. A lot of them endorse that without making any comment about whether it should come. I am trying to recall from memory now the nature of the feedback we have had from individual submissions.

A number of teacher submissions have stressed the necessity for ensuring that kind of co-operation by some sort of stronger means than exists now. If they are going into the marketplace with requests to co-operate with co-operative education, linkage programs, apprenticeship programs apart from linkage programs and with Experience programs, there is some concern that the marketplace is not going to meet the needs unless it is pushed to do so.

I would anticipate that major kinds of responses would come from organizations which I am sure are prepared to respond to this. The document has been circulated to all chambers of com-

merce and to any industry people or business people who wrote to us, and through their constituencies, the Canadian Manufacturers' Association and so forth. It has equally been distributed to all unions in the province so that they will have that opportunity. Of course, individuals who were very close to those constituencies were members of the committees throughout and were aware that this was emerging.

**Mr. Grande:** It appears to me, from some of the studies at least, that industry is saying, "Yes, have some kind of a stronger form." One of their fears is that if they are going to start training the people they need, then those people are going to go to greener pastures or to higher paying jobs. If it is universal, there is no problem.

**Mr. Green:** That is true. One of our dilemmas throughout, and I guess it was one that was touched on by Dr. Holmes as well, is that we are looking at a provincial structure and, in the areas you are talking about, at least a national context.

**Mr. Grande:** That is very true. However, over 80 per cent of all the manufacturing sector is here in this province, is it not?

**Mr. Green:** I am aware of that, but my recent experience with two godchildren was that the day after they were married, together with their spouses, they departed for Alberta with four jobs waiting for them there. That suggested to me the exchange is going to be stronger than that would suggest.

5:20 p.m.

**Mr. Grande:** Let me ask one last question. In terms of a time for response to SERP, it seems to me at a first glance not to be enough. I can see that the organizations—the school boards, the teachers' federations—that organize other organized groups are going to respond. Correct me if I am wrong, but I do not see very much input from what I would call the parent community, not necessarily the organized structures in the communities.

Is that concern I have founded or unfounded? Do you think there might be a possibility of extending that time frame or was that time frame imposed?

**Mr. Green:** The original time frame has been extended six months, of course.

**Mr. Grande:** Oh, it has?

**Mr. Green:** I would be reluctant to say yes to an extension because I am departing at that time as I have another commitment. So it would be rather impertinent of me to suggest it.

There are two things there. From the beginning we advertised that there would be a two-month response time to the paper. To that end we tried to make it as convenient as possible for everyone to get a look at it in a hurry. You do not have to order it from the Queen's Printer, for example, and you do not have to search for the document. We distributed it widely; about a million and a half copies were distributed in the province.

Second, throughout the process, given the numbers on the committees, a lot of information filtered through about directions that were being discussed in the committees along the way—sometimes to our concern, because people would write back and say, "Are you thinking of this?" which was inconvenient at the time and also difficult to respond to.

Given the nature of the broadness of the committees and their constituency, we felt that people were pretty well aware of what was going on. Moreover, we indicated through the regional offices about two months ago that we were going to meet this deadline and that they should be alerting their various communities that there would be this period for response. We would meet the deadline with the paper, but there would be this period for response.

I am aware that it is a short period and that there is a lot to digest. Curiously, it is mostly the professional organizations that are responding to the fact that it is an insufficient deadline. I can recall personally at least three letters from parent organizations that have responded: one down near Kingston, one just outside Thunder Bay and one down near London. Sure, the time is short.

The professional constituencies have requested a time later in the fall, but I really had some doubts that they were going to work at it through the summer, and the informal conversations I had with them indicated that was not among their plans. Quite frankly, in terms of the particular schools we are dealing with—secondary schools for the most part—I would still argue that the month of June, notwithstanding its administrative problems, is a much better month than September to endeavour to get a response from groups of parents, students or teachers.

**Mr. Grande:** Thank you very much, Mr. Green. I will look forward to your final report.

**Mr. Chairman:** Thank you, Mr. Grande.

**Mr. Kolyn:** Mr. Green, I was very interested in reading the discussion paper. I found some of the questions very thought-provoking. I was

wondering about the composition of the different committees. How many of them were basically educators?

**Mr. Green:** It was about 50-50. The first two committees, the steering committee and evaluation committee, were composed of 50 per cent of people outside education and 50 per cent inside. The reaction committee was composed completely of lay people. This means one has to classify trustees as noneducators, which always gives me some difficulty. None the less they were there, and this was emphasized throughout, in their capacity as representing a lay public.

The third committee had no educators on it. The fourth committee was composed completely of educators, but their mandate was more circumscribed than that of the earlier three committees.

**Mr. Kolyn:** You mentioned compressing grade 13 into 12 and you said that possibly you would be raising the amount of credits from 27 to 32 or some other figure.

**Mr. Green:** The rough equivalent that is used to do the translation now is 27 to 30; but, I repeat, that is 120 hours.

**Mr. Kolyn:** In other words, a student could take the five years in four, depending on what place he wanted to go?

**Mr. Green:** That is correct. To do it in the four years would leave him less flexibility for diverting from that course than the present organization does.

**Mr. Kolyn:** With regard to the apprenticeship program, I think most of us realize it has to be a federal-provincial as well as industry tie-up.

One of the problems I see with apprenticeship programs today is that you have the person there while he is doing the job and he is being taught. The problem arises as soon as he becomes a craftsman. Some other corporation says, "Well, we will pay you more money," and they in turn can afford to give it to him because they really have done nothing for his education.

Would there be any kind of a mechanism where we could tie the employee to the employer for, say, a number of years as we do in certain programs in government?

**Mr. Green:** I cannot speak with confidence about the success of such an arrangement elsewhere—this sort of indenturing business—except to relate it to the way in which boards of education, for example, have in the past sent individuals away for training with that kind of circumscription on them when they return.

My guess would be that for the most part that has worked pretty well, but I am aware of instances where the individual wanted to leave at the end of the period of time and that created a real awkwardness, so I do not think you would be 100 per cent sure with that. That is the only analogy I can make. I have no information as to how successful such a strategy has been elsewhere.

**Mr. Stokes:** Mr. Green, first of all, I want to say how impressed I am at the knowledge you have of your subject. With all of these recommendations, you must think in your sleep because you are more than prepared to answer any questions that are thrown at you. But I am going to try to stump you.

**Mr. Green:** That may not be hard.

**Mr. Stokes:** On the general comments, you give some reasons why these recommendations have been forthcoming from your project. You say the students were more concerned 10 years ago about the possibility of employment after secondary school and want the school to do more to prepare them and that more of them are staying in school longer than in their parents' generation.

I attended a committee meeting this morning where we had senior citizens discussing amendments to the human rights bill and objecting strenuously to the fact that in many areas they were being forced to retire at age 65.

The effect of compressing the elementary and secondary school panels from 13 to 12 grades is going to further aggravate that because you will have that many more people out on the job market a year earlier. I see no obvious reason from your general comments why they will be any better prepared, or why there will be greater advantages to getting them out of the school system a year earlier, given the fact that automation is reducing the number of job opportunities. Let us hope that does not prevail throughout the 1980s and 1990s, but that is the trend at the present time. What social implications will there be in compressing the years that a student spends in the two panels?

**Mr. Green:** First, I doubt they will be as drastic as you describe them. Bear in mind that 50 per cent of our students already leave prior to the end of grade 12. Fifty per cent of our students receive secondary school graduation diplomas—55 per cent rather. About 70 per cent of the students would not be leaving school any earlier at all.

I still indicate that there will be a number who

will take five years to finish the secondary program, just as there are a number taking six now. Some of the group that will be leaving school earlier will proceed to formal post-secondary education to some degree. I do not think in the areas in which they enter you will find that there is a significant shift. For the vast majority who leave now with a secondary school graduation diploma, it should be an improved diploma.

One of the criticisms that was received was that with the current secondary school graduation diploma and 40 cents you can get a cup of coffee because it has lost its meaning. People are not prepared to accept that. Then when they went back to the transcript, they discovered that varied so much from school to school that it was not of assistance either.

We hope that these recommendations will produce a more valid diploma, translatable into that kind of currency. As a result, I would not anticipate there would be huge groups of people leaving the school earlier than was anticipated.

5:30 p.m.

**Mr. Stokes:** Thanks. In 21, you say they recommend some changes in the curriculum guidelines for geography and history from seven to 10 and that Canadian geography and history be presented "within a global context." I do not know what that means, but if it means what I think it does it worries me, simply because we have a number of groups of students under our excellent Ontario Young Travellers program that come down here—I get anywhere from 20 to 25 groups a year—and I get an opportunity to speak to the parents and teachers who act as escorts or chaperones. I get an opportunity to talk to them about education generally. Some of the questions I get from teachers about the democratic process really frighten me.

I can remember very vividly some time in June 1974, when there was a federal election called for July 8, one of them said, while we were sitting down having coffee, "You must be extremely busy at this time." I said: "No, no more than usual. We always have enough to keep us going."

She said, "There is an election coming up." I said: "Yes, that is right. It is a federal election and I will not be any busier than usual."

She said, "Are you not running?" I said, "No, I am your provincial member and what is happening on July 8 is of no real consequence to me."

She said, "Does that mean you are no longer going to be our member?"

Here is a teacher who is shaping the minds of



our young people and I am going to have to spend 10 or 15 minutes expanding on the difference between federal and provincial jurisdiction. If you are going to teach Canadian geography and history in a global context, I think we have some domestic work to do first.

**Mr. Green:** I do not deny that and that is why the organization is here. I must say that was a concern expressed in the committees as well.

I will be perfectly blunt and say I do not know that we will eradicate it completely. I hope that we will eradicate it from teachers, however.

None the less, I think it is important to remember that during the period of teacher shortage we acquired from jurisdictions other than Canada a tremendous number of teachers who may not be familiar with our peculiar governmental structure; neither perhaps has their subject discipline necessarily driven them in that direction.

One of the major concerns that did come through, however, was the degree of repetition there appeared to be in the treatment of Canadian topics. I think everyone is familiar with the usual charge about Champlain being taught *ad infinitum*, and so forth and so on, while the current electoral structure is not being taught sufficiently well.

A major concern that was emerging though was that given our tendency—perhaps particularly in the light of our own constitutional debate over the last few years—to concentrate on ourselves to an inordinate degree and on our own local understanding, there was a sense we were losing touch with the rest of the world. There was a real concern, for example, that people knew nothing of places like China or Russia, and so forth, which are major powers; that area was felt to need some reinforcement as well.

That is why in the earlier arrangement we had indicated we feel that, in addition, social science requirements should be included in the compulsory subjects throughout the secondary school.

**Mr. Stokes:** I have one brief final question, Mr. Chairman, and it deals with recommendation 24, "That education about native people contribute in a tangible way to the program expectations from grades seven to 12."

Did you flesh that out at all? I know a good many of our first citizens are quite concerned that their children are losing their cultural heritage. I am pleased to see that while they are trying to maintain that and rearrange the curriculum—and that is the responsibility of the

federal jurisdiction—you are going to provide an opportunity for more awareness of the cultural heritage of our first citizens.

Could you discuss that at any length, or could you flesh out what recommendation 24 actually means, in more precise terms?

**Mr. Green:** Yes, I can, Mr. Chairman. I should provide a preamble to that by saying that the committees of the project and I myself do not feel comfortable with the way in which we have been able to deal with the question of native education. I was here for your earlier comments, through you Mr. Chairman, to Mr. Stokes, and the whole business of jurisdiction posed as much a problem for us as for anyone else.

This, however, does address itself to the curriculum content. We were aware that curriculum documents covering people of native ancestry have been developed and are being used to a great degree. We were equally aware, however, that on the part of teachers there was sometimes an instinctive falling back to a traditional mode of lifestyle that no longer obtained necessarily—for example, among the native people in your area of the country, the tendency to confuse plains Indians and Ontarian Indians, and to provide horses and such when indeed snowmobiles are a more appropriate mode of representing their lifestyle at the moment.

We wrestled with the question of the preservation of cultural heritage. I suppose in that connection we wrestled most strongly with it via the preservation of language; and we would feel the native languages would fall under the same guidelines as the languages other than English and French—that they should be available and developed. There are some guidelines in some jurisdictions now for native languages that could serve as the base for that. Past that, we did not feel overwhelmingly comfortable.

Our native representation on the committees was thin, to be fair. There were certainly individuals on the committees who were from jurisdictions where the question of native education was acute. What we suffered from in the main, I think, was a lack of really good input in the first part of the project from the native peoples themselves. I have sort of sent out underground messages via this one to say, please, get someone to organize some response from some of the bands in connection with this, because we do not feel comfortable with what we have done.

**Mr. Stokes:** Thank you very much.

**Mr. Chairman:** Thank you, Mr. Stokes. Are there any further questions for Duncan, as he prefers to be called? No further questions?

I would like to say thank you, once again, Duncan. I know that the social development committee meetings are always a learning experience for both veterans and newcomers, particularly when we deal with the Ministry of Education. Certainly it has been enhanced and made quite stimulating today by your presence. I am hopeful that the recommendations, when they are finalized and passed on to the minister, will be rewarding when we discuss them in the future. Thank you very much.

**Mr. Green:** Thank you, Mr. Chairman.

**Mr. Chairman:** It is nearly 5:40 p.m. I just wondered if we could perhaps proceed with vote 3101, item 1, dealing with the main office. We have heard from representatives of the Ontario Educational Services Corporation, OISE, OECA.

On vote 3101, ministry administration program; item 1, main office;

**Mr. Sweeney:** Mr. Chairman, I have a few very minor questions and they are more for clarification than anything else. We could skim over them pretty quickly and probably finish this vote before six o'clock.

For example, on page 11 of the briefing book there is a significant increase in the salary category, almost 50 per cent. As a matter of fact, it is more than 50 per cent. They talk about staff realignments.

Could someone suggest very briefly what—that is a significant staff realignment; what does it mean? I will refer to the briefing book so we are on the same—

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** Page 11.

**Hon. Miss Stephenson:** It is the OESC inclusion.

**Mr. Penny:** Mr. Chairman, those changes are reorganizational really.

**Mr. Sweeney:** I do not need detail; just give me an overview of what is included.

**Mr. Penny:** Mr. McHaffie explained earlier—

**Mr. Sweeney:** Yes, that is \$143,000.

**Mr. Penny:**—that we are carrying the staff of the OESC as a unit in the head office vote. We are also showing the staff of the Indian and Franco-Ontarian affairs; there is an increase there of three people and that accounts for the difference.

**Mr. Sweeney:** That is about it. Okay.

I am looking at page 15 now. The minister made reference to the council of ministers and this has come up annually. I am still at a loss to know just exactly how much interprovincial co-operation there is, because every time I ask a specific question the minister seems to suggest, "No, we have not really agreed on that," and, "No, we have not agreed on this." Just how much co-operation is there? Other than on a united front to face Ottawa.

**Hon. Miss Stephenson:** There is a great deal of co-operation in the development of four specific areas of activity at this point, and in the discussion of matters related to education and mutual problems. In terms of sharing of texts, documents and educational film, Ontario has co-operated with the rest of the country.

**5:40 p.m.**

**Mr. Sweeney:** You are talking about TVOntario materials?

**Hon. Miss Stephenson:** Yes, as well as text materials developed under Circular 14.

**Mr. Grande:** Is there a common front regarding the established program funding changes that the federal government is attempting to bring down?

**Hon. Miss Stephenson:** I would not go that far at this point. There has been discussion at the council level of the establishment of a common front. There are some variations in degree of concern and those have not as yet been eliminated. There is a fairly well-developed co-operative activity related to the federal additional funding for French language education, both minority and as a second language.

There has been a great deal of co-operation in the past year and a half in the examination of the matter of student assistance, as well as in the area of examination of the provision of assistance by the federal government in support of programs for new Canadians and the use of satellites for educational purposes.

**Mr. Grande:** I hope the message will be clear that we are opposed to any federal cutbacks as much as we are opposed to any provincial cutbacks.

**Hon. Miss Stephenson:** I would have to suggest to you that the concept of provincial cutbacks does not fit into what we hear is the proposal from the federal government. In terms of degree, it is a much more radical slashing.

**Mr. Grande:** It sure is, but it is the same same thing, isn't it?

**Hon. Miss Stephenson:** No, no, we haven't cut back yet.

**Mr. Sweeney:** There are two areas in which there is a decline in expenditures. I am looking at item 6, analysis and planning, on page 47.

**Mr. Chairman:** We are still on item 1. Shall item 1 carry?

Item 1 agreed to.

On item 2, financial services:

**Mr. Grande:** I want to get back to the financing of the English as a second language program. I would like to ask some questions.

**Hon. Miss Stephenson:** It is not in this vote. It is in vote 3102.

**Mr. Grande:** Not in financial services, vote 3101, item 2, which includes as an area of responsibility, to "administer the operating, capital and other grants to school boards, to colleges of applied arts and technology, universities," et cetera?

**Hon. Miss Stephenson:** The item you are talking about is actually in the next vote, 3102.

**Mr. Chairman:** According to the minister, that is under vote 3102, education program.

**Mr. Grande:** But I am talking about the financing. I am not talking about program or curriculum but about financing.

**Mr. Penny:** Mr. Chairman, I think I can clarify this for Mr. Grande. This branch is responsible for distributing the funds to the school boards according to the formula established in general legislative grants. However, the actual working out of that formula is done in the grants policy branch and we will come to that vote under support for elementary and secondary education in vote 3102.

**Mr. Grande:** We have always felt, at least in other years, that we could discuss these particular things under this vote. I may be wrong.

**Mr. Chairman:** Frankly, you could discuss it under the other votes as well. There is nothing to prevent you from discussing it.

**Mr. Grande:** I had expressed a concern to you, Mr. Chairman, that we would probably not get to that.

**Mr. Chairman:** If we proceed with the second and third items, we may get there.

Item 2 agreed to.

Item 3 agreed to.

On item 4, personnel services:

**Mr. Grande:** I have another question here, Mr. Chairman, and I seek your guidance in determining whether it is under the proper vote or not.

**Mr. Chairman:** We sought the guidance of the minister and of the executive director. Are you referring back to the finances?

**Mr. Grande:** No. It has to do with the principals' course which is offered. Would that come under this vote?

**Hon. Miss Stephenson:** No, it is in a different ministry. Teacher education and all activities related to that are in the Ministry of Colleges and Universities.

**Mr. Grande:** Is it? The principals' winter course? Oh, you are quite right.

Item 4 agreed to.

On item 5, information services:

**Mr. Sweeney:** Mr. Chairman, I have only one question for both items 5 and 6, and that is, what is the cause of the reduction in funding? I have examined the briefing book and I cannot see any reason for it and obviously there is one. I am particularly concerned about analysis and planning, more than about information services. But while we are on the topic, perhaps we can touch on that.

**Mr. Penny:** That just reflects an internal transfer. The library was formerly included in the communications services branch. It has now been transferred to management information services branch, so it shows a decline in the book.

**Mr. Sweeney:** That is item 5. Okay.

**Mr. Chairman:** Any further questions, Mr. Sweeney?

**Mr. Sweeney:** Not under item 5.

**Mr. Grande:** Mr. Chairman, I understand you want to move quickly.

**Mr. Chairman:** We want to give you an opportunity to talk on votes, too.

**Mr. Grande:** I somehow feel you think we have to go through all the votes. That may not be necessary. I just have a simple question under the public inquiry services. Do you have a breakdown of the people who phone or write the ministry about concerns they have about education in this province?

**Hon. Miss Stephenson:** We can get that for you.

**Mr. Kidd:** Mr. Chairman, this inquiry is the busiest one in the government. The main inquiries concern, specifically, student awards, apprenticeship and evaluation of scholarship records. These are the main inquiries that come into this particular unit.

**Mr. Grande:** So it concerns mostly colleges and universities then?



**Mr. Kidd:** Colleges and universities and evaluation of scholarship records from other jurisdictions—from the evaluations and samples we have done.

**Mr. Grande:** Publications of the ministry come under this particular group.

**Mr. Kidd:** That is correct.

**Mr. Grande:** We have one publication that was given to us yesterday.

5:50 p.m.

**Hon. Miss Stephenson:** Education Ontario.

**Mr. Grande:** It used to be Dimensions.

One simple question: could anyone submit an article to that publication and it would be published?

**Hon. Miss Stephenson:** You could certainly submit an article and those responsible for the publication would decide whether it would be published or not. There is nothing to prevent you from submitting an article.

**Mr. Grande:** I will try it.

**Hon. Miss Stephenson:** Be my guest.

**Mr. Sweeney:** Mr. Chairman, I just realized I have one other question under item 5. On page 45, reference is made to the access program. Will someone explain what that is?

**Mr. Kidd:** That is the government-wide access program which was implemented last year. The costs associated with this item are the costs of Inwats and Zenith lines which the ministry has installed, both in Queen's Park and throughout our regional offices. It is to give access to the provincial offices which were enjoyed free by the taxpayers in the Toronto area and are now enjoyed free by all taxpayers throughout the province.

**Mr. Chairman:** Any further questions on item 5? Shall item 5 carry?

Item 5 agreed to.

On item 6, analysis and planning:

**Mr. Sweeney:** I just have one question. There is a reduction in that item and there is a brief explanation at the bottom of page 49, "Reduction due to realignment of function to vote 3102-01."

Can you explain what that is about? That is the only explanation I can find on the reduction; especially the \$194,100 decrease under services.

**Mr. Penny:** I think Mr. Lyon can comment on that. I think that is an internal transfer.

**Mr. Lyon:** It is a transfer of funding for the co-operative evaluation of school systems over

to the first item in the second vote. It is partly that and also adjustments in the research programs.

**Mr. Sweeney:** My second question in that area is the reference to research and evaluation under this vote. What kind of research and evaluation are we talking about there?

**Mr. Penny:** That is the contractual research program for both ministries as a common service unit for both sides. As you know, we have a fairly extensive program of contractual research. The funds are carried in this branch and we administer those funds with the responsibility for the research and evaluation. That is the research side.

**Mr. Sweeney:** Excuse me, we talked earlier about OISE and I think something like \$1.7 million. We are not talking of the same things here?

**Mr. Penny:** No. That is their transfer payment which is carried in the head office vote. But we are concerned with that in that the branch participates, along with other units of the ministry, in identifying the research priorities for OISE to tackle.

We also have a contractual research program in which we define specific research needs which are then bid on by the research community, including OISE; and that program is administered within the branch. It is very extensive and we rely on it extensively for policy-related research of all sorts.

The evaluation side of the branch refers to a major function of the branch to develop evaluation systems, tools and instruments. For example, the Ontario assessment instrument pool that we talked about when the OISE representatives were here is administered from the research and evaluation branch.

The actual conduct of evaluation is a function of the regional services division, which is covered later on; in other words, the administration of provincial reviews and later on the co-operative review program. That is reflected by the comment of Mr. Lyon to the effect that the co-operative review funds have been transferred over there, because that represents an evaluative system that had been developed in its early stages within the research and evaluation branch and its predecessors, and now that it is in an operational mode is in regional services. So it is the development of new evaluation systems.

**Mr. Sweeney:** I had raised the question earlier with the minister about a comment I had read

over Mr. Penny's signature, "long-term strategic planning" or something like that. Does that come in here?

**Mr. Penny:** Yes. That is true as well. I guess our term for research includes the research that relates to strategic planning.

An important and growing function of the branch is to provide the support services for the strategic planning operation within the ministry which is an operation that involves all units. But it requires a co-ordinating group, a support group to bring together information and conduct appropriate kinds of research to feed into that process. That is mounted out of the research and evaluation branch.

**Mr. Sweeney:** Do I understand that you have a core of people who are assigned specifically to that strategic planning activity or that you pull them from all over the place?

**Mr. Penny:** The way it works is that the executive committee with the minister presiding is the strategic planning committee which makes the decisions coming out of the process. It is advised by an internal group with representatives from each division of both ministries who identify strategic issues, bring together information bearing on them, analyse that information and comment on whether or not it has implications for the existing goals, objectives, policies of the two ministries, and forward those recommendations ultimately to the executive committee for decision as to whether something should be mounted in response to those concerns.

But the support for that interdivisional group is carried by the research and evaluation branch, bringing together the information, the data; commissioning studies that would bear on the identification of important issues; doing, for example, demographic work that might have to be looked at and all the support and the mechanics of operating the whole system and assessing the position.

**Mr. Sweeney:** I raised the issue because I gathered from the comment that this was something new and one would think you would have to do that. What's new about it?

**Mr. Penny:** It is an old operation under new terminology. You are quite right that strategic planning really is the process of looking at your goals and objectives in the light of the best information you have, both currently and with respect to future trends, and deciding whether there is any implication in that information for the validity of what you are trying to do. That, of course, is something that every policy ministry has always had to do.

But we are trying, through this process, to bring a more comprehensive information base to bear on the identification of issues and to take a longer time horizon and bring that to bear. We are trying to do this more systematically and regularly than we have been able to do in the past. Many organizations are finding it necessary to revamp their system for long-range strategic planning and we are one of them.

**Hon. Miss Stephenson:** One of the important features is the fact that the strategic planning exercise involves both ministries on an ongoing basis, so they are working together in the development of whatever might be considered to be an appropriate long-range kind of activity.

**Mr. Grande:** I have two or three questions in this area.

**Mr. Chairman:** On item 6?

**Mr. Grande:** Correct.

**Mr. Chairman:** Would the committee entertain a suggestion to continue until 6:30 or do you want to adjourn now and continue a discussion of item 6 on Monday?

**Mr. Piché:** I think that is a good suggestion, Mr. Chairman. After all, we will have worked hard when we adjourn at six o'clock.

**Mr. Chairman:** We could adjourn and leave item 6 on the first vote for Monday.

We will reconvene on Monday, June 15, following routine proceedings, possibly in room No. 151.

The committee adjourned at 6 p.m.

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### **From the Ministry of Education:**

Green, D., Chairman, Secondary Education Review Project  
 Kidd, F. J., Acting Assistant Deputy Minister, Administration and Finance Division  
 Lyon, D. J., Operations Analysis and Development Branch  
 McHaffie, I., President, Ontario Educational Services Corporation  
 Penny, D. A., Executive Director, Planning and Policy Analysis Division

### **From the Ontario Educational Communications Authority:**

McFarlane, K., Manager, Educational Operations  
 Parr, Dr. J. G., Chairman

### **From the Ontario Institute for Studies in Education:**

Holmes, Dr. M., Co-ordinator, Field Development  
 Skolnik, M., Assistant Director, Administration













Ontario,

LEGISLATIVE ASSEMBLY

No. S-8

# Legislature of Ontario Debates

## Official Report (Hansard)

**Standing Committee on Social Development**  
Estimates, Ministry of Education



**First Session, Thirty-Second Parliament**  
Monday, June 15, 1981

Speaker: Honourable John M. Turner  
Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

**Monday, June 15, 1981**

The committee met at 3:35 p.m. in room No. 151.

### ESTIMATES, MINISTRY OF EDUCATION (concluded)

**Mr. Chairman:** I see a quorum.

On vote 3101, ministry administration program; item 6, analysis and planning:

**Mr. Chairman:** Mr. Grande.

**Mr. Grande:** Thank you very much, Mr. Chairman. Some of the questions I have on this particular vote deal with policy areas. I would like to find out either from the minister or from the deputy what specific areas you have been looking at in the last year.

**Hon. Miss Stephenson:** We have been reviewing a number of policies which are contained in regulations 704 and 40. The policy regarding secondary school education is under review at the present time. Continuing education, for want of a better name for a policy area, has been examined. The publication, *The Third Screen*, is a discussion paper which has been widely distributed for a response because we believe very strongly that we have a major responsibility in the area of adult education. That policy is under review right now.

The whole area of computers in education is a policy area which has been under intensive review. Those matters which are three-starred in *Issues and Directions* have been under review as well: the area of the role and function of the trustees; the role and function of the supervisory officers; the relationship of that structure to the Ministry of Education. A number of other matters in that area are also being reviewed.

**Mr. Grande:** Let me go on from there. Going to specifics, I understand that when we adjourned on the last day Mr. Penny was talking about the executive committee with the minister presiding doing the strategic planning. I would assume that this strategic planning Mr. Penny was referring to was only in terms of those areas the minister was talking about.

**Hon. Miss Stephenson:** No.

**Mr. Grande:** In terms of this strategic planning, is it short, middle or long-term kind of planning? I have looked at Hansard. Mr. Penny was talking

of both current and future trends, so we may have to vary that question. What about funding for education? Has that been one of the things the strategic planning committee or the executive committee has been looking at? Has the committee come up with certain decisions as to the long-range or short-range funding for education?

**Hon. Miss Stephenson:** The general area of funding for elementary and secondary education is a matter which is under review at the present time. That review has not necessarily been precipitated by the strategic planning group. It is a matter which the executive committee has discussed at some length and a number of studies have been undertaken by Mr. Martin and Dr. Benson. There is documentation which has been developed, some of which we have looked at, but not all.

The distribution of funds for elementary and secondary education is a matter which has been within the scope of the advisory committee on education finance, a committee which has now been in place for four years, if I am not mistaken, and which has been providing advice to the ministry about the ways in which the dollars should be distributed. Specific questions have been directed to that group as well.

**Mr. Grande:** What I am referring to is long-range planning in terms of financing education, while I guess you are talking about the advisory committee on financing.

**3:40 p.m.**

**Hon. Miss Stephenson:** No. I said that the whole area of funding for elementary and secondary education is to be examined by the executive committee which functions as the steering committee for strategic planning. A number of documents have been developed thus far. That work is not completed at this point.

**Mr. Grande:** All right, let me ask you a question specifically in terms of the funding. One of the suggestions coming out of the advisory committee on financing is the pooling of industrial-commercial assessment. Has any work been done by the strategic planning executive committee on that and a decision been taken as to going in that kind of direction or not?



**Hon. Miss Stephenson:** We have been developing background and supportive information in order to examine the impact of that kind of direction along with a number of other directions.

**Mr. Grande:** Let me go on to another area. Even though this particular vote takes into account both the Ministry of Education and the Ministry of Colleges and Universities, you are saying there has been no strategic planning at all in the area of technical education, no discussions and no decisions, other than the linkage program.

**Hon. Miss Stephenson:** No, I would not say that at all at this point.

**Mr. Grande:** Could you be more specific?

**Hon. Miss Stephenson:** There has not been up until this time under the aegis of the strategic planning committee.

**Mr. Grande:** In other words, the strategic planning committee has not dealt with that.

**Hon. Miss Stephenson:** Not up to this point.

**Mr. Grande:** Are you planning to do something to that effect within this coming year, or is it something you will be putting on the back burner until some future time five years hence?

**Hon. Miss Stephenson:** No, the Ontario Manpower Commission was charged specifically with the responsibility of examining manpower needs. That commission has almost completed its work in that area and the report will be forthcoming within the next couple of months, I believe. That will be of major import for planning within our ministry. We have had a good deal of discussion with members of the commission and the commissioner himself up to this point. Until we receive the final document from the manpower commission we feel it would be premature to undertake a major planning initiative, aside from attempting to enhance those programs we have currently under the Ministry of Colleges and Universities and those we have under the Ministry of Education.

**Mr. Grande:** Do you foresee that report being made public, or will it be kept within the ministry for internal discussions?

**Hon. Miss Stephenson:** I have no control over that report. The manpower commissioner reports to the Minister of Labour.

**Mr. Grande:** Let me go into another area, that of corporal punishment. I understand that in the last year a report was prepared by the research and evaluation committee on that topic. You

have written to all the board chairmen and the directors of education in one of your memos, suggesting that perhaps the time has come when we should be getting rid of the strap from the schools. As I understand it, you wanted to do it by changing the regulation.

The response from the boards across Ontario has not been, from the way I would term it, very satisfactory as far as the ministry plans are concerned. Are you intending to speak on second reading of my bill supporting the change in the Education Act to outlaw the strap?

**Hon. Miss Stephenson:** When is that coming out, Mr. Grande?

**Mr. Grande:** I do not know. It should have been on June 25, but I guess now it is probably going to be sometime in September or October or whenever the House will resume.

**Hon. Miss Stephenson:** The review of this matter was occasioned by the biennial review of regulations. Part of the regulations deal with the use of punishment within the school system. In our examination we developed this bulletin of corporal punishment in the schools. As a result of information established by a number of researchers in the field, it appears that the use of physical punishment is less likely to be an inducement to the development of self-discipline within the student than the use of many other kinds of disciplinary measures.

We felt it was appropriate that the school boards and directors of education take a careful and critical look at this matter. Therefore, in the midst of the review, having received some of the responses to the early review of the regulation, in January I sent a memo to school boards and to directors of education asking that they look at suggested modifications to the regulation and give me their opinions about it.

We have had varied responses, but not as many positives from school boards as I would like to see. About 73 per cent of school boards appear to be opposed to the amendment as it was originally worded. There was some concern expressed about the wording of the amendment. We have looked at alternative wording, which may solve some of the problems that certain school boards perceived in the regulation as we proposed to amend it. We will be discussing that.

**Mr. Sweeney:** What was wrong with the wording?

**Hon. Miss Stephenson:** I think the use of the phrase physical force was the matter that concerned many of the boards and teachers.

From individual principals and teachers we heard they were alarmed that we might not be permitting teachers to physically separate students involved in a physical altercation, or that they might not be able to protect themselves if they were physically attacked by a student.

The wording we suggest strongly to them is "physical punishment" rather than "physical force" in order to demonstrate that when a teacher needs to separate students or when a teacher needs to protect another student from an attack by a student that could occur. Physical punishment—the use of vigorous physical means to demonstrate the authority of the teacher—is the appropriate phrase to consider.

**Mr. Grande:** Given that the boards are responding, they are certainly responding in a way that—

**Hon. Miss Stephenson:** Does that not fill you with a sense of confidence?

**Mr. Grande:** It certainly does fill me with a sense of confidence, but the minister has to act independently of the school boards. To attempt to get rid of that form of physical punishment or corporal punishment from the schools in 1981 seems to be an appropriate thing to do, especially if we have thousands of studies indicating what physical punishment does.

**Hon. Miss Stephenson:** I am not sure we have thousands, but we certainly have several dozen of them.

**Mr. Grande:** I knew you would tack on to that word. But the evidence indicates that physical punishment in the schools ought not to be used. Using physical punishment or corporal punishment certainly is not conducive to a learning atmosphere, or to the democratic principles we say we uphold. It is not conducive to the increase or the encouragement of the self-worth of the individual in our schools. Therefore, it seems to me that once the school boards gave you a response, if you feel strongly in that area you should amend the Education Act and forget filling out all its regulations.

**Hon. Miss Stephenson:** It is not in the Education Act, it is in the regulations.

3:50 p.m.

**Mr. Grande:** Sure, it is in the Education Act.

**Hon. Miss Stephenson:** The authority to deal with it is, but the actual means is not included within the Education Act, to my understanding.

If I might interject, one of the concerns expressed by boards with some frequency was that they felt that even suggesting a change in

the regulation was an interference with the autonomy of a board to make the decision about the means of discipline that could be used by the schools within that board's jurisdiction. I think it is important for the boards to understand that a matter as serious as the kind of discipline meted out to children is not something that should vary tremendously from board to board across the province.

If we do know that the use of physical punishment is less than supportive of a learning experience, then surely we should not allow some boards to carry it out and other boards not to. Therefore, we were at pains to make the boards aware that it was not a matter of board autonomy, and it never has been a matter of board autonomy. It is something that really should be dealt with on a provincial basis.

**Mr. Grande:** Therefore, you are going to speak in favour of my bill?

**Hon. Miss Stephenson:** I may speak in favour of my own first.

**Mr. Grande:** That is fine, fantastic, tremendous. Do it. I am just trying to encourage you along the way.

**Hon. Miss Stephenson:** You have been telling me for three years that I did not need any encouragement. I do not know why you should suddenly change your mind.

**Mr. Grande:** You certainly do need encouragement to move in certain areas that for political reasons you do not want to move into. Sometimes I encourage you, sometimes I attempt in my own way to tell you the directions.

**Mr. Sweeney:** I have a supplementary on that, Mr. Chairman, before we pass on.

**Mr. Chairman:** Do you have a supplementary on this first, Mr. Gillies?

**Mr. Gillies:** Yes. I am of two minds on the corporal punishment thing. I personally support the minister's initiative. I do not see that it is proper discipline for a student to be physically punished. I am sure personally that it does not encourage learning.

However, as an educator I might say that certain school board members are worried about the implications of the removal. I am wondering if the minister can make any suggestions about alternatives, about strengthening discipline in the school in some other fashion that may be more constructive.

I have talked to teachers in my own commu-

nity who say, perhaps at the risk of being overly dramatic, that they are increasingly becoming frightened. They are not as secure as they were.

**Hon. Miss Stephenson:** Frightened of elementary kids?

**Mr. Gillies:** I am speaking generally now. I am talking about a disciplinary breakdown, not just at the elementary level.

**Hon. Miss Stephenson:** The reason I asked the question is that the surveys we have done demonstrate that most of the physical punishment carried out is not done in the secondary school system but in the elementary system.

**Mr. Gillies:** I would quite agree. I am talking about discipline across the board in that I am not convinced myself that suspension is any reasonable kind of discipline at all. I would think that many of the students who are causing the problems, and who are being suspended, are quite happy because they do not want to be in the classroom anyway. So I do not think that solves anything.

Is the ministry aware of any studies, of any progress in this field of motivating students, of maintaining some sort of decorum and constructive atmosphere in the classroom, so the teachers can feel they are accomplishing something and the students can feel they are learning something without this threat of physical punishment?

**Hon. Miss Stephenson:** There are a number of solutions proposed within the review and evaluations bulletin, both short-range and long-range. One of the strong suggestions included in the secondary education review project preliminary paper was the establishment of a student-parent-staff committee in each secondary school to determine discipline policy. I think it has great merit. It seems to me if parents were involved more frequently in what I suppose one might call the extraordinary disciplinary measures that need to be exercised in a school much more effective discipline would be exercised.

In the teacher training program and in the educational background most teachers receive in preparation for teaching, there is sufficient base in psychology which provides teachers with the kinds of assistance they need in order to determine the best way to manage—I guess that is the word, although I don't like it—a classroom full of students. Some are more effective than others. Some teachers need a good deal more backup in the schools than others do.

However, it seems to me that a closer

relationship between the school and the home would solve many of the discipline problems. It would also help us to achieve one of the primary goals of the educational system, that is, to establish a sense of self-worth in each student, which is the foundation on which self-discipline is established.

**Mr. Gillies:** I am afraid that just about any committee of administrators, educators and parents meeting on this subject, at least in my community, would say, "Bring back the strap." You spoke, on the one hand, of centralizing somewhat. You said it was of sufficient importance to be brought under the aegis of the ministry.

**Hon. Miss Stephenson:** I did not say to bring it. It is there.

**Mr. Gillies:** On the other hand, we are saying we will set up committees of the various people involved at the school level.

**Hon. Miss Stephenson:** To establish a code of behaviour at the school level, giving children guidelines about the kind of behaviour which is acceptable in that school. Then decisions will have to be made on an individual basis, in individual classrooms, about the appropriate way to discipline the child who is not following that code of behaviour.

That is mainly at the secondary school level. At the elementary level, as I said, it seems to me that greater teacher-parent communication would provide both the parent and the teacher with better means of dealing with the child who seems to be a discipline problem.

**Mr. Gillies:** If some confusion exists in my mind, it is that you are talking about a greater degree of uniformity of the punishments available under your proposal.

**Hon. Miss Stephenson:** No. I am talking about probably a much lesser degree of uniformity because the uniformity which seems to exist in the minds of certain principals, board members and parents is that every child who misbehaves should be beaten with a leather strap. That is the kind of uniformity that I really do not think we should be supporting. We are talking about less uniformity and more imagination, if you like, in dealing with disciplinary problems.

**Mr. Gillies:** Fresh tortures.

**Hon. Miss Stephenson:** If you are going to look at it on the basis of tortures, then I am glad you are not in the classroom either. You would keep Jim Bradley out, I am sure.



**Mr. Gillies:** I quite agree with you, I have no argument. However, there is still a discrepancy in my mind. It seems you are saying we will; you feel it is of sufficient importance that the government and the ministry should say this will be the case, that there will be certain kinds of punishment that are allowed and some that are not. At the same time, you are saying the individual schools will set up committees to determine the code of discipline and appropriate response to that code.

**Hon. Miss Stephenson:** No, I said code of behaviour. The decision about the discipline, it seems to me, must rest with the teacher as a professional in the classroom. The teacher, as a professional, must have sufficient flexibility and capability to determine the appropriate kind of discipline which must be meted out if a child frequently behaves in a way detrimental to the learning experience of other kids and himself.

4 p.m.

It is only human nature that when we see a difficult situation in front of us we tend to use the easiest short-term solution, which happens to be something physical. If you are ever a parent, you will find out that temptation is great. You have to restrain yourself from time to time. You learn that an application to the seat of the pants is not the best way to put something into a child's head, because it is not generally.

Now John Sweeney is looking askance. He has had more experience than all of us. He has not only had 10 of his own, but all the other kids he has had to deal with.

Since we have learned that application of physical punishment is less than supportive of a learning experience in a school, surely it is within the capability of the educational ministry, the structure which delivers education and the professionals who are involved, to find ways of disciplining kids by means other than beating them to a pulp.

**Mr. Gillies:** Do we have any figures available on whether the percentage of students who are suspended or expelled is on the upswing or downswing? Is there any appreciable difference in the rate over the last number of years?

**Hon. Miss Stephenson:** We have not done a specific review on suspensions, but we have done one related to the use of the strap, which is decreasing. Many boards have made the decision not to use it and have not used it. When the suggestion is made that the ban should become province-wide, even those boards that have said

they will not use it say they don't think it should be removed provincially. I do not understand that paradox.

**Mr. Gillies:** That is where it is cloudy in Brant county. They have not used the strap in Brant county for a number of years. Yet every teacher and every board member I run into wants to have the device available to them if they should ever choose to pull it off the wall and use it.

**Hon. Miss Stephenson:** We have received some very interesting communications from certain clergy, retired generals and others who believe that just the threat of having that object in the office is all that is necessary. You may never have to use it, but everybody knows it is there. That kind of fear can be very pervasive in an educational system, and I am not sure it is really going to help kids to learn any better. That is a personal opinion.

**Mr. Gillies:** I guess my motivation in pursuing this line of questioning is that I was hoping the ministry was looking at some creative and progressive alternatives. Personally, I do not think suspension is the answer.

**Hon. Miss Stephenson:** I do not think anyone was suggesting suspension was an alternative.

**Mr. Gillies:** I have not seen this, but I will read it with great interest. I hope there are some positive alternatives there.

**Mr. Sweeney:** Before sending out the booklet you referred to a few minutes ago, did anyone check to determine how many boards are still using the strap or how often it is used on average in individual schools? Do you know what the incidence of the use of the strap is at the present time?

**Hon. Miss Stephenson:** Yes. We did a provincial review.

**Mr. Sweeney:** How extensive is its use?

**Hon. Miss Stephenson:** Much less than it used to be, but still more extensive in a number of boards than I am comfortable with. I was concerned because we found in that review that the use of the strap was primarily in the elementary schools, not in the secondary school system.

**Mr. Sweeney:** You made reference to your being a parent. You know that often a physical tap can make the difference with young kids. It can make them sit up and take notice. It is not the kind of thing you do with an older child.

**Hon. Miss Stephenson:** I do not mind if the teacher taps him on the shoulder and says, "Straighten up." But to take him to the princi-

pal's office, bring out that horrendous looking instrument of torture and terrify the kid in some instances, because that is what happens, is not fair.

**Mr. Sweeney:** It is precisely that kind of language that is distorting this whole question. You use such terms as "instrument of torture," "terrifying kids," "beating them to a pulp," but that really is not what happens.

I think any education officials would tell you that in the average school today—from the feedback that I am getting, and I am quite willing to find out what kind you are getting—the thing is not used more than two or three times a year in the whole school. There are lots of schools that say, "Sure we have it here, but we have not used it for two or three years." In other words, the incidence of it is very slight.

As I said, the kind of language you are using is distorting the issue because the bulk of teachers and parents know that is not what it is. When you say those kinds of things, they wonder if you know what you are talking about.

**Hon. Miss Stephenson:** As learned an authority as George Bernard Shaw said, "I can forgive a blow in anger but not as a considered decision." If the use of the strap is not a considered decision of the use of physical punishment, then I do not know what is.

**Mr. Sweeney:** I think we are on another topic altogether. Can I come back to a point you made just a few minutes ago? You said you expect the teacher, as a professional, to make use of a range of alternatives that suit the situation. It seems to me, unless you have evidence to the contrary, that is precisely the way in which the strap is used wherever and whenever it is used today.

I am not aware, unless you can tell me otherwise, that there are any schools in this province where a teacher hauls out the strap and beats the kids at the first provocation. My reading of the situation is there is a whole range of alternatives that teachers use. When they come right down to it and have tried everything else, as Mr. Gillies suggested, in many cases the only alternative is to send the kid home. But you can only do that so many times.

You have to recognize that a high percentage of students, particularly in our elementary schools today, do not have parents at home. Either both parents are working or it is a single-parent family. The strap simply is being used as one alternative in the total range.

How consistent is your statement that you

expect professional educators to use what is appropriate at the time if they have recourse to the strap after they have tried all the other things? They have scolded them, kept them in after school, given them lines to write, isolated them from their peers—you know the list as well as I do. Frankly, a tap on the hand—

**Hon. Miss Stephenson:** You did not mention any reward at all for behaviour.

**Mr. Sweeney:** That is part of the range, of course. But I think you are forgetting that children, like adults, are not perfect. There is that constant conflict, that struggle inside every one of them. Kids are still in the process of learning what is right and what is wrong. Will I do right? Will I do wrong? The conflict between good and evil is part of human nature, part of the human condition.

**Hon. Miss Stephenson:** What you are really trying to tell me is that we should not make any change to the regulation.

**Mr. Sweeney:** The ones that concern me the most are the teachers in the classroom and the principals of the schools who are faced with these situations on a day-to-day basis. The feedback we are getting is that discipline is of genuine concern.

I wish that discipline were used in the broader sense of the word, in terms of self-discipline and self-growth and human integrity. I think both of us realize that is not the sense in which the word is being used. I think we have to speak to the whole issue, that whole question of discipline and the place where this may or may not be used. You may very well be right in the long term.

**Hon. Miss Stephenson:** That is the purpose of the review and the publication of that document.

**Mr. Sweeney:** I suggest if you have any hope of being productive and effective in this approach, you have to do it in a slightly different way. First of all, you have to watch the kind of language you are using. Excuse me, I do not mean to lecture; that is not my intention.

**Hon. Miss Stephenson:** It is just your background, and I accept that.

**Mr. Sweeney:** You're right. I cannot help myself.

Secondly, you have to recognize the position that teachers in the classroom are in and, thirdly, recognize that they are dealing with human beings, not robots; that there is that feeling and that tension inside them.

**Hon. Miss Stephenson:** I recognize the sensitivity and the individual variations of concern about this. They do vary tremendously. There is no doubt about that. I reject out of hand the concept that removing the strap from the school system is going to destroy the system of discipline within the schools. That is utter hogwash. It has nothing really to do with discipline within the schools.

**4:10 p.m.**

I also reject the idea that both parents who may be working or a single parent who is working do not have a responsibility to participate in the supervision of the discipline of that child simply because they are at a disadvantage. If you are telling me that the school system cannot take into account the fact that those parents are working or that single parent is responsible, then we have to produce some increased sensitivity and flexibility within the school system. That parent should be involved whenever a decision is made about any kind of final discipline, whatever final is.

That discussion should be held before any child is suspended or before any child is moved out of the classroom into a corridor or anything of that sort.

**Mr. Sweeney:** This is my last point. Let me pick up on the discussion you and Mr. Gillies were having a few minutes ago and which we had earlier about parent participation at the school level. I gather you are prepared to propose and to support the concept of parents participating in the code of behaviour part of it.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** But you are not prepared to allow participation in terms of the way in which that code is enforced.

**Hon. Miss Stephenson:** No, I did not say that. What I was suggesting was that SERP has made the strong suggestion that these tripartite committees be established at the secondary school level which will establish a code of behaviour for a school. We can go beyond that; there is no doubt about that. The SERP suggestion was simply that much in the first place. We can go beyond that in that a parent committee, for example, could discuss with the teachers and make the decisions about the ways in which this kind of thing might work out.

**Mr. Sweeney:** But surely you must appreciate that if parents are going to participate and are sitting down with teachers, the ultimate question is going to be that a teacher is going to turn

to a parent and say, "Okay, Mrs. Jones, what will I do when. . .?" That is just so inevitable you can carve it on the wall.

Ultimately, they are going to start talking about what to do in situations like this. What are some of the alternatives they can come to? Suppose the decision at that school is that under these set of circumstances, once you have done A to X, then Z is the only thing left. Z might be to send him home or give him the strap. If they choose that under certain circumstances they would use an official strap, I gather you are saying that is a choice they do not have.

**Hon. Miss Stephenson:** I would not think they should have that ultimate one to use something as vigorous as the strap. That is all I am suggesting.

**Mr. Sweeney:** Even with a parent's consent?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** I do know there are a number of school jurisdictions that will not use the strap on a child unless they have phoned home, discussed it with the parent, explained what the situation is and said quite frankly, "The only choice we have left for this time anyway—maybe it is a different choice the next time—is either to send him home or to administer corporal punishment." The parent says yes or no as the case may be. I gather you are saying you do not think that decision should be made.

**Hon. Miss Stephenson:** I would like to remove that decision from the range of decisions that can be made because surely there are others that would be more productive.

**Mr. Sweeney:** We need to spend more time on it. I am conscious of the shortage of time left.

**Mr. Chairman:** Thank you, Mr. Sweeney. We are still on item six.

**Mr. Grande:** I did not know that by opening up this topic it was going to split the Conservative Party and was going to put the Liberals to the right of the Conservatives.

**Mr. Chairman:** And you on the side of the government.

**Mr. Grande:** Be that as it may, I take the minister at her word when she says that prior to the time my bill to ban the strap from the schools comes into the House for debate she will introduce her own legislation to do that.

**Hon. Miss Stephenson:** I said perhaps I would.

**Mr. Grande:** Now you are changing your mind.



**Hon. Miss Stephenson:** No, I am not changing. You were not listening. You have very selective hearing.

**Mr. Grande:** I know people with very selective listening skills. I want to ask if the strategic planning committee within the ministry has come to any kind of determination on the Metropolitan Toronto board. I do understand, and we were talking about it last week, that there is a report ready on your desk in terms of doing something with the Metro board, whether it is to abolish it or to strengthen it or whatever.

**Hon. Miss Stephenson:** Where did you get that idea because there is no report on my desk related to the Metro board?

**Mr. Grande:** Maybe not on your desk. Maybe it is on the deputy minister's desk but will get to your desk soon.

**Hon. Miss Stephenson:** If it is on his desk, I will get it.

**Dr. Fisher:** I have not seen my desk for weeks.

**Mr. Grande:** There has been no work done on it?

**Hon. Miss Stephenson:** There has been a great deal of discussion about this, which was precipitated by the Robarts report. There were discussions with all of the boards. Some of the boards made an initial decision that they supported Robarts and then changed their minds. Others went the other way. There is no unanimity within the official board positions about all of this. It has been discussed a number of times and it is not a matter which has disappeared completely.

**Mr. Grande:** But you have no plans whatsoever?

**Hon. Miss Stephenson:** We have no proposals at this point, no.

**Mr. Grande:** You are just leaving the status quo as it is until there is unanimity.

**Hon. Miss Stephenson:** There have been discussions with Metro board about certain problems which were raised, not just within estimates but within other discussions as well, and some of those situations have been improved. What you were telling me was that you do not think the ESL guidelines are being pursued as vigorously by the Metro board because there is a variation at that level and that we need to have discussions again. I told you last week I would be perfectly happy to initiate further discussions with the Metro board about that subject in spite of your press release.

**Mr. Grande:** You read it? Fantastic.

**Hon. Miss Stephenson:** I do not know why you would issue that when I told you last week I would initiate discussions with the Metro board.

**Mr. Grande:** I have been hearing that same story for five years now.

**Hon. Miss Stephenson:** You know that we did in other areas. What you are saying is that that area is still a problem.

**Mr. Grande:** That area is still a problem and I am glad you are admitting it is still a problem.

**Hon. Miss Stephenson:** I said that you said it was still a problem. I will be glad to discuss it with them on the basis of your perception that it is a problem.

**Mr. Grande:** As far as I am concerned, and you can go back to the estimates for the last five years and can check that, there was some kind of a movement towards a solution. On Thursday what I heard you say is, "We have the weighting factors and we have the grants. They are going to the Metro level, and that is that." You refuse to go any further, which implies to me you are reverting back to five years ago to a Tom Wells line.

**Hon. Miss Stephenson:** If you will recall, at about 6:05 on Wednesday afternoon I said to you in the other committee room that if there were a problem with ESL, I would be prepared to talk to the Metro board about the matter related to ESL.

**Mr. Grande:** I am saying to you that you said that last year. Last year we were getting on a little further by saying that if the Metro board —

**Hon. Miss Stephenson:** There were several problems. We did discuss them with the Metro board and some of them have been solved.

**Mr. Grande:** Let me finish. You said last year if the Metro board is not going to be moving to do that, you are considering bypassing Metro in terms of these grants. Last year Mr. Sweeney raised the point about the \$220,000 that has not gone to the Toronto board yet to look after the needs of the Indo-Chinese kids. The Toronto board has not received that \$220,000 yet.

**Hon. Miss Stephenson:** We gave it to Metro.

**Mr. Grande:** That is right. You gave it to Metro, but I am saying to you that is where the problem is. As long as you are continuing to say you have the weighting formula and the grants but the money goes to Metro, I am saying to you that you remain an accomplice, since you read the press release, to not looking after the ESL needs of the kids in Metropolitan Toronto.

Later on in the estimates I have a motion to present to this committee to that effect, the one we are talking about now.

Some bodies in the province have said that you, Madam Minister, like to rule by memos. I think it was the Association of Large School Boards of Ontario at one particular point that made mention of that.

I do not receive as many memos as you send out. My room number is 224, north wing. I would appreciate receiving them.

4:20 p.m.

**Hon. Miss Stephenson:** I could have sent you two, as a matter of fact, this year.

**Mr. Grande:** I would appreciate receiving those memos so that then I am aware of the kinds of things that go out to school boards and become knowledgeable of those at the time they are happening.

As I said, Mr. Chairman, I have a motion that will be introduced at the proper vote. Whenever we go through these votes, I will stop at that particular vote to introduce it.

**Mr. Chairman:** I would like to remind the honourable member that motions are to be presented, as I understand, by a voting member of the committee.

**Mr. Grande:** That is fine. That is okay.

**Mr. Chairman:** Just to clear our procedure; have you exhausted item 6, Mr. Grande, so that we can ask if anyone else would like to question the minister on item 6?

**Mr. Grande:** Item 6 is never exhausted, Mr. Chairman, but for the time being I stop.

**Mr. Chairman:** Thank you. I would like to remind the members that we have until 5:44 p.m. exactly, according to the allocated time, to deal with the estimates. We are on item 6. Are there any more questions?

Item 6 agreed to.

Item 7 and 8 agreed to.

Item 9, systems development and records services.

**Mr. Sweeney:** I have a question there, Mr. Chairman. I understand that the student records come under this particular vote. There has been some concern expressed with respect to parental access to student records.

I do not know whether the minister is aware of a study done across Canada by Dr. Humphreys at the Ontario Institute for Studies in Education. With respect to Ontario, he makes this particular point as a result of a survey he did: "Ontario has the most definitive policy in

regard to access by parents and students. However, some respondents to the author's survey indicated that information would be removed before the parents saw the file and returned to the records afterwards." The author rightly condemns such dishonesty as unprofessional and unethical.

What provision is there within the present record-keeping system and the ministry's monitoring of that record-keeping system that would speak to that kind of a statement, that boards are doing this kind of thing? I fully realize that it is not permitted and should not be and that they are told not to do it. But how could anyone check to see if they were or not? The parent does not even know what has been taken out, so how could he complain?

**Hon. Miss Stephenson:** I suppose the minister could send a memorandum to the boards. It would seem to me that kind of communication with the board is the only way in which we could inform boards that removal is not a part of the policy that was initiated.

**Mr. Sweeney:** Does the minister's office get many complaints from parents about student records?

**Hon. Miss Stephenson:** No. As a matter of fact, I cannot recall one within the past year. If we receive a complaint, I can assure you we will act on it, but we have not received any.

**Mr. Sweeney:** I have a specific one here that I requested. Perhaps you could comment on it. In this particular case, we are talking of a psychological report. It is my understanding that a psychological report forms a part of the student's record and is therefore accessible to parents.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** In this situation we are talking of the York Board of Education. The parent's name is Mrs. Kennedy, and I have her clearance to use it. Her husband was in western Canada at the time she was interviewed about her son's lack of academic progress. She specifically requested that a copy of the report be sent to her husband and she was refused. Her husband did not have access to it because he could not get back in time. She further specifically asked permission to make notes and receive a copy of the information from the record and she was further refused. She was not allowed to read the report in full, but had the report read to her, which means she has no way of knowing whether she heard the whole report or not. What does a parent do in a case like that?

**Hon. Miss Stephenson:** Mrs. Kennedy could most certainly have written to the ministry and we would have attempted to be of assistance to her in ensuring she saw the entire record.

**Mr. Sweeney:** How would this minister respond to this letter from the chief psychologist of the board of education for the borough of North York? It says: "In spite of the fact that for the last three years copies of our psychological reports are accessible to parents within a specific framework, such reports are not deemed to be the property of the parent, yet are considered to be the school board records."

The particular phrase in there is "within a specific framework" because, once again, we have examples of parents wanting information and not being allowed to get it. How do you respond to a school board that says they literally make their own rules as to how parents will see this information?

**Hon. Miss Stephenson:** I would most certainly like to discuss with the board the framework they are talking about which, I would be suspicious, might be parameters established by the consultant psychologists who have some concern about the content, and the translation of that content into understandable language for the parent.

If they have devised a method that provides full information to the parent in a way the parent can understand, because it is not jargon-filled, it is not providing measurements that may not have any real relevance for that child but could precipitate some anxiety on the part of the parents, I would like to know what those guidelines are or the framework that has been established.

**Mr. Sweeney:** You indicated earlier that you do not get very many complaints with respect to student records.

**Hon. Miss Stephenson:** No, we have not.

**Mr. Sweeney:** Do you get any concerns expressed about the relationship between the psychology department of a number of school boards and their tendency to be more restrictive as to what parents can see?

**Hon. Miss Stephenson:** It seems to me that we have one instance of ongoing apprehension—not in the Metropolitan Toronto area—which relates to the relationship between the board and the psychologists who are providing service for the board. I am not sure that ongoing dispute has been resolved at this point.

**Mr. Sweeney:** The specific framework that I spoke about earlier was somewhat along the

lines that the parent was not able to get the information she wanted about her child, but an outside agency that was working with that child got the report. When they shared it with the parents, they got their knuckles rapped very hard.

**Hon. Miss Stephenson:** By whom?

**Mr. Sweeney:** By the school board that supplied the record.

**Hon. Miss Stephenson:** By the board?

**Mr. Sweeney:** They as much said to them that they would not give this to the parent and were very angry that the agency did. I only bring it up that to indicate there is a sense almost of subterfuge which this particular parent felt she had to go through in order to get the information because she could not get it directly.

**Hon. Miss Stephenson:** Any testing that is done of a child within a school system becomes a part of that child's record. The policy of the ministry is that that record is accessible to parents.

**Mr. Sweeney:** Are there any conditions under which the ministry would authorize—what can I call it?—double booking, where there are two different files, one that is accessible to the parent and one that is not?

**Hon. Miss Stephenson:** No. That is dishonest.

**Mr. Sweeney:** I think it is too. I am just wondering if there are any circumstances under which that has been done.

4:30 p.m.

**Hon. Miss Stephenson:** Not that I am aware of. If there are any such circumstances, I would be appalled.

**Mr. Sweeney:** I will bring some of the specific cases to your attention later on. That is all in that area.

**Mr. Chairman:** Are there any further items on item 9?

**Mr. Sweeney:** I have just one other question. One of my colleagues, I think it was Mr. Boudria, brought up the question of the social insurance numbers on student records.

**Hon. Miss Stephenson:** That was kindergarten enrolment, as a matter of fact, a provision of SIN application forms to kindergarten enrollees provided by the Carleton separate board of education. To my knowledge, that is the only board in the province which has indulged in that kind of activity at the kindergarten level. There certainly is within the secondary schools, or has been, a move to encourage students to develop a SIN number for purposes of employment.



Those envelopes and those application forms have been distributed through the schools at the request of the CEIC. That has been something with which the schools have co-operated, but we have never heard of another instance in which children who were being enrolled in kindergarten were given an application form for a social insurance number.

**Mr. Gillies:** What is CEIC?

**Hon. Miss Stephenson:** CEIC is the Canada Employment and Immigration Commission and is an acronym for that department in Ottawa.

**Mr. Gillies:** And that organization sees some value in attaching a social insurance number to a child in kindergarten?

**Hon. Miss Stephenson:** I am not sure whether that organization did, but that board decided that was the easy way to get the application forms out to the kids at the age of four and five. I am sure the forms would be out of date by the time the kids would be likely to be using them. That instance was brought to our attention by Mr. Boudria. We have not been able to find, to my knowledge at this point, another board that has been carrying out the same kind of activity.

As I said, at the secondary level the forms are distributed within the schools because the young people of secondary schools are frequently looking for part-time or summer employment. In order to facilitate their employment, the application forms are distributed to them.

**Mr. Sweeney:** The minister's own record, the form that the schools use, has a place on it for the social insurance number.

**Hon. Miss Stephenson:** Yes, but you are aware of the memo that I believe was distributed by the deputy.

**Mr. Sweeney:** That was going to be my next question. Could the deputy tell me what restrictions have been placed on the use of that space and whether the boards have been instructed? For example, if a parent or a student says, "We will not give it to you," can they be made to under any circumstances?

**Dr. Fisher:** No.

**Mr. Sweeney:** Are there any indications given to them as to why it is even there, other than the one you just mentioned for potential employment? Can it be used in any other way?

**Hon. Miss Stephenson:** I am sure it could have been in the past because those students who did have a number were less identified. The policy has been developed, and I think has been communicated clearly to boards, that the social

insurance number will not in future be used as an identifier for students within the school system. At the present time, we are working on the establishment, if that is necessary, of a specific numerical identifier for students within the educational system.

**Mr. Sweeney:** Apart from the social insurance number?

**Hon. Miss Stephenson:** Apart from the SIN.

**Mr. Gillies:** Has the Carleton board indicated if it is prepared to comply with your direction?

**Hon. Miss Stephenson:** I do not think we have had a response to the request for the rationale for that distribution.

**Mr. Gillies:** I must say, just for the record, I have a problem attaching a number to a child of four or five years old. I am quite frightened by the implications of that. It is dehumanizing. I would certainly hope they would follow your direction on that.

Item 9 agreed to.

Vote 3101 agreed to.

On vote 3102, education program; item 1, program administration:

**Mr. Sweeney:** There is a significant increase in item 1 with respect to salaries, almost a doubling. The only reference I can see is the co-operative evaluation of school systems. Is that the only rationale for that, or is there some other? I had raised that at an earlier vote and I thought we had covered it. Now we seem to be coming back to the same one again.

**Dr. Fisher:** Mr. Chairman, that covers a movement within the design of the ministry where we establish a group of officials, called the regional services secretariat, and we move those people from other areas of the ministry. That is reflected in the salary.

**Hon. Miss Stephenson:** The regional offices structure now comes under the program administration branch.

**Mr. Sweeney:** From where? Was it in one place before?

**Hon. Miss Stephenson:** Yes. It was in policy liaison before.

**Mr. Sweeney:** I tried to make the connection in some other vote and I was not able to.

**Hon. Miss Stephenson:** Yes. It was in policy liaison before.

**Dr. Fisher:** Most of the individuals came from the policy liaison section of the ministry to form that secretariat.

**Hon. Miss Stephenson:** The rationale for that move is that implementation of ministry policy guidelines and objectives is probably one of the most important activities which the program area carries out. That falls to the lot of the regional services primarily. Therefore, we felt it much more logical that capacity be included within that program section, rather than being hived off in another portion of the ministry.

**Mr. Sweeney:** That makes sense. That is the only question I have specifically in that area, Mr. Chairman. My other ones deal with later items.

**Mr. Chairman:** Thank you, Mr. Sweeney. Are there any further questions on item one?

Item 1 agreed to.

On item 2, schools for the blind and deaf:

**Mr. Gillies:** As the minister would be aware, I have a very close and continuing interest in the W. Ross Macdonald School in my riding, formerly the Ontario School for the Blind. I wonder if the minister has any thoughts at this point on what implications there may be under Bill 82 for very specialized institutions such as the W. Ross Macdonald School. In that legislation we are now saying that special education, as a right, has to be available across the board. There have been some questions to me from the people at the W. Ross Macdonald School as to how that may affect them in the long run.

**Hon. Miss Stephenson:** There certainly was no short-term intent to eliminate the very special schools that have been developed in the province which have provided excellent service for severely handicapped children in a number of areas, and there are several of them, as a matter of fact. I do not know whether in the very long term, because of our increased capability in delivering programs through the normal school setting, that this will always continue.

For the foreseeable future, I cannot see any change in the status of the W. Ross Macdonald School, the school in Belleville and others because they really are providing an exemplary service for certain children with very severe handicaps. I think most boards would have very real difficulty, even within a reasonable period of time, in developing a program which could meet the needs of those children.

**Mr. Gillies:** I am pleased to hear the minister say that because, as I have watched the functioning of that particular institution, I fail to see how the very intensified and specialized services that those children are benefiting from could possibly be provided by the county

boards, or at least I would be very surprised to see it. We are into programs at the W. Ross Macdonald School where there are instructions in the fields of music, sports activities, aquatics and all sorts of things. I am guessing here, but there may be half a dozen or a dozen people in the province who are qualified to teach some of these very specialized things.

**Hon. Miss Stephenson:** There are more than a dozen.

**Mr. Gillies:** Yes, but very few in some of these areas. I would be concerned if the long-term implication of Bill 82 may be to weaken the mandate of these institutions to continue.

**Hon. Miss Stephenson:** No, it is not. The intent of Bill 82 was to integrate even more closely, if possible, the function of those schools in the delivery of educational programs, not to separate them out and certainly not to spell their demise at any point.

4:40 p.m.

I do not know whether in the year 2020, for instance, we will have the capability to deal with those children on a more generalized basis within the school system. I cannot make that kind of prediction, and I do not know whether you can.

**Mr. Gillies:** I will ask you again then.

**Hon. Miss Stephenson:** I honestly do not think I am going to be around.

**Mr. Sweeney:** Will these schools remain as ministry schools operated centrally, or will they become outside services to be commissioned by local school boards? How will they function?

**Hon. Miss Stephenson:** That I cannot tell you either. We are attempting to look at this in the light of the provision of the best possible service for children and we have had discussions with knowledgeable people in the field about the appropriate relationship of the schools to the ministry and to the system.

Len Hewitt, the chairman of the initiation team of Bill 82, is here. This is a matter which is being discussed widely right now with the pilot boards and with others because that decision has not been made. We are not going to do anything precipitate, I can tell you.

Item 2 agreed to.

On item 3, educational programs in the developmental centres schools:

**Mr. McClellan:** I am not sure whether this is the correct area or not, but I will not take long.

I would like to ask the minister whether she could report to the committee on progress, from

where she sits as Minister of Education, in developing educational programs for the children in homes for special care, who are part of the triministry, if I may say, rescue program. Have we progressed to the point where any children have been assessed, as part of the assessment process in the program identified for them and, specifically, an educational program introduced for a child who is in a home for special care, a nursing home for whom—

**Hon. Miss Stephenson:** I do not have the numbers at this point, but it is my understanding that the program of assessment is going on. It was my understanding that the initiation of the program for certain of them was to begin this September.

**Mr. McClellan:** I will explain why I am raising it. My concern is that the process of assessment seems to be taking an awful lot longer than the original plan had anticipated. It was supposed to be done by September 1980, if I recall correctly.

**Hon. Miss Stephenson:** All completed, yes.

**Mr. McClellan:** I am just going by memory. I do not have my file with me. It was postponed to December and then it was postponed to January. I have not received an update since we came back this session.

Let me just ask the minister if she could make inquiries and, subsequent to the estimates, advise the committee whether a single child has actually been given an educational program where it had not been receiving one before. I suspect the answer is no. I hope the minister will exercise whatever influence she can use with her colleagues to make sure that program of rescue proceeds according to its stated intentions.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** We brought this up at the time of Bill 82, and the minister at that time was not really sure as to what would happen. Some of the people working in the developmental centres have a concern, as Bill 82 gets implemented, that they are simply going to be phased out and will not be needed any more. It was my reaction at the time that local school boards, such as we were just discussing—and that is why I raised the question about the schools for the blind and the deaf—will probably find it much more effective to—

**Hon. Miss Stephenson:** Can Mr. Hewitt speak to that?

**Mr. Sweeney:** Sure. All I want to be sure of is if it is reasonable to assume that the ministry

would encourage local boards to tap into these services rather than to artificially set them up themselves.

**Hon. Miss Stephenson:** Yes, you can assume that.

**Mr. Chairman:** Is Mr. Hewitt here?

**Hon. Miss Stephenson:** Yes, Mr. Hewitt is here.

**Mr. Chairman:** Mr. Hewitt, would you like to answer?

**Hon. Miss Stephenson:** Could you come forward to the microphone?

**Mr. Chairman:** Yes, please come forward. Please sit down.

**Mr. Hewitt:** You stated correctly that wherever it is possible for the boards to tap into the kinds of services and the kinds of resources available in those facilities, they will certainly do that.

**Mr. Sweeney:** Do you have any idea of how the funding would be arranged with the board?

**Mr. Hewitt:** No, I do not at this point.

**Mr. Sweeney:** Obviously, the board is going to have to purchase the service. Who is going to decide how much and what rate the board can afford and all those kinds of things?

**Hon. Miss Stephenson:** That is simply an extension of the section 28 or 29 agreement, and it would be an expansion of the program which is being provided right now in a number of boards. There is no major dislocation to move in that direction as far as the ministry is concerned because we are already doing it in a number of areas.

**Mr. Sweeney:** I am thinking particularly of that section of Bill 82 which says that if a board cannot provide the service itself, then it is responsible to go out and buy that service from somebody else.

I also realize that in part of the debate on that it was made pretty clear that the minister would see to it that funds would be made available in some way if that would be the case. Now the developmental centres seem to be those kinds of things where the board might find it much more cost-effective to go out and buy the service, rather than try to establish it within one of its own schools.

**Hon. Miss Stephenson:** Correct.

**Mr. Sweeney:** I am still trying to figure out how the funding is to work. Is money going to flow to the board to purchase this service from the developmental centre? Or is the centre going to continue to be under the jurisdiction—



**Hon. Miss Stephenson:** It depends on the arrangements that are made. I think we should probably let Mr. Hewitt answer that.

**Mr. Sweeney:** I raise this because this is where the present staffs of the developmental centres feel they are floating in limbo someplace. They are not sure what is going to happen to them. They are not sure to what extent boards are going to use them. They are not sure how the funding is going to go on. They are not sure to what extent they are going to have anywhere near the kinds of kids they have now and if they are going to have enough even to justify their existence. All of this uncertainty is boiling around.

The only response I have been able to get to them is that it just seems to be that it would be more cost-effective for the board to purchase the service.

**Hon. Miss Stephenson:** In some instances.

**Mr. Sweeney:** They say that is great if you happen to be the guy who is making the decisions, but if you are not, where are we at?

**Mr. Hewitt:** Mr. Chairman, in the pilot project so far most of the boards have not come to the point where they are considering the funding arrangements for tapping into that kind of service. That is one of the benefits of the pilot project because it is bringing them closer to that point where they are looking for guidelines for the arrangement and those guidelines are being studied at the present time.

At this time, we do not have any specifics to offer in terms of funding. Our recommendations will be going forward to those within the ministry who make those decisions, but we do not have them at this point.

**Mr. Gillies:** Mr. Chairman, I wonder if I could ask Mr. Hewitt, do any of the county boards buy services from the special schools? I had it in the back of my mind that the Brant County Board of Education purchases a couple of services from the W. Ross Macdonald school, but I could not say for sure.

**Mr. Rees:** Brant county provides the day school transportation for the students attending. That is the only service it provides and it is the only county that does so.

**Mr. Gillies:** So the potential is there for greater co-operation with the special schools in terms of implementing Bill 82.

**Hon. Miss Stephenson:** That is one of the purposes of the pilot project.

**Mr. Rees:** Madam Minister, perhaps I could answer the question about admission to the developmental centres. That is a Ministry of Community and Social Services facility. The children who are admitted are admitted by that ministry rather than Education.

**Mr. Sweeney:** The point I am trying to get at is if a totally private operation is in existence, then it either sinks or swims by the number of student contracts it is able to negotiate. If they have not got enough, they cannot justify their existence and they go out of business. We could very well be putting the developmental centres in the same kind of bind. That is the feedback I am getting.

In other words, as with any type of operation you have to have a minimum number of people whom you are servicing to justify the service you are offering. When it drops down below that number, you cannot afford to stay open any more unless you charge absolutely outlandish fees. If these centres have to rely upon individual boards to make a decision to use their service and to tap into and pay for that service, they are never going to know from one year to the next whether or not they can afford to stay open. Therefore, it would seem to me there should be some kind of liaison going on at this time between your ministry, representing the schools that will be deciding whether to tap into it, and the Ministry of Community and Social Services that decides whether or not it is going to keep these places going. That is where I am getting an uncomfortable feeling.

4:50 p.m.

**Hon. Miss Stephenson:** There is. A part of the initiation team is representation from the Ministry of Community and Social Services, as a matter of fact. These were matters of concern. We do not have the final solutions at this point about the appropriate mechanisms to utilize in order to ensure that the provisions of Bill 82 are implemented right across the province.

One of the reasons for going the pilot project route was so we could begin to assess the needs in various communities as carefully and as critically as possible in order to determine the appropriate ways to ensure that Bill 82 would carry out its mandate and that none of these children would be lost in the shuffle, but also having concern for the care element which is an integral part of the developmental centres concept in many instances.

**Mr. Sweeney:** The last point I want to make is that I am probably less concerned about the

students being lost because I quite understand that the stipulation of Bill 82, assuming that it is followed as stipulated, is that every child will receive the service some place.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** My concern is that because of the process some of these good developmental centres and the staffs attached to them—and in many cases those staffs are not trained teachers and cannot switch over and become employees of the school board, to the best of my knowledge—will gradually phase out because they do not have enough people who are using their services, but there are still going to be kids in the community who need those services but cannot get them because the centre is not there.

**Hon. Miss Stephenson:** That is a presumption I do not think you can make at this point at all. It is one of the airborne spectres that seem to be floating around related to the implementation of Bill 82. When we have the kind of solid information which is being developed right now in place and available to all boards, then I think we will have a much better perspective about the ways in which these—they are not really tangential; in some instances they are very close to educational programs—programs can be integrated or brought together or co-ordinated or co-operate with the educational system.

**Mr. Chairman:** Mr. Sweeney, have you finished your questioning for now?

**Mr. Sweeney:** I will leave it for now. We will have to come back to that.

**Ms. Fish:** One part of my question was answered, which was that surely the ministry is engaged in liaison with the boards, at least in the pilot areas. You indicated yes, they were in terms of how they might be meeting the special educational requirements.

My question would be that surely the other point of special education, as I understand it—and check me, Madam Minister, if I have missed something out here—is to provide appropriate education, not merely to those children who are apparently not in the system or cared for other than in the public system, but also to provide special education for those now in the system, but not being properly educated in terms of their special needs and whose needs have not at present been recognized.

In other words, it seems to me that it is dealing with more than the very extreme, obvious case that everyone at first blush, laymen included, would agree required a separate situation. If I am correct on that, then surely as that is a major

thrust of the bill it does not run at cross purposes with the highly specialized private centres about whose future Mr. Sweeney is expressing concern.

**Hon. Miss Stephenson:** No. The thrust of the bill is certainly in both of those directions.

**Mr. Chairman:** Any further questions?

Thank you, Mr. Hewitt.

Item 3 agreed to.

On item 4, educational programs in the training schools:

**Mr. Sweeney:** I have just one short question, Mr. Chairman.

There has been some concern expressed over the last year about educational programs provided to young people in short-term detention centres as opposed to long-term training schools. Where are we with that? Are they getting anything at the present time? There was a bit of a hubbub a few months back that they were just sitting there for five, six or eight weeks at a time in some cases, with no educational program at all.

**Hon. Miss Stephenson:** Yes. Where the child is within a centre for a prolonged period of time it was felt appropriate to deliver an educational program. The decision had been taken by Correctional Services that short term for many of the children was less than productively utilized in providing an educational program that probably was going to terminate within one week or 10 days or something of that sort.

**Mr. Sweeney:** What is the limitation, to the best of the minister's knowledge, as to that kind of time line? Have they said up to two weeks or up to three weeks, or do you know? I realize that that decision is not yours.

**Hon. Miss Stephenson:** No, it is not ours, it comes from Correctional Services. The majority, I gather, of most of those young people are within the centres for relatively short periods of time. The individual who stays there for five or six weeks is the unique exception rather than the rule in most of those areas.

**Mr. Sweeney:** If I remember correctly, it was the provincial schools authority people themselves who brought this issue up. Was that brought to your attention?

**Hon. Miss Stephenson:** I do not think we heard it from the provincial schools authority teachers, but I am not positive of that. That does not ring any bell at this point.

Item 4 agreed to.

On item 5, schools for the learning disabled:

**Mr. Sweeney:** Is this referring primarily to two schools in the province now, Trillium and Léger?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** What is the future for these schools? Have you been at it long enough now to know that it is a satisfactory kind of operation, that there should be more of them; is it working, or where are we at with it? Can you give us a brief update? It has been two years now.

**Hon. Miss Stephenson:** I think that we should ask Bill Rees the answer to that since he is responsible for them.

**Mr. Rees:** I think they have been very successful in two ways. One, that they provide a suitable program for the students and, as such, a demonstration model. There is a lot of teacher visitation, there is development of program, there is a collection of informational material, library material, and there has been a lot of cross-pollination with other boards.

The second useful element of it has been the teacher training. There have been in the neighbourhood of 500 teachers at Trillium since September 1979 and 215 at Léger who have participated in a one week in-service training course where they see the teachers who are there and the students in action. So it has been successful on both fronts.

**Mr. Sweeney:** Is it really fair to call that teacher training as opposed to teacher familiarization?

**Mr. Rees:** Probably not.

**Mr. Sweeney:** There cannot be very much training happening in one week. That is one of the concerns I have heard expressed—that it is being called a teacher training form when in fact it really cannot be. Consequently maybe some other forms of more legitimate teacher training are not being carried out.

**Hon. Miss Stephenson:** I do not think that inference could in any way be made—that that program is being carried out when other programs are not. That is not so.

**Mr. Sweeney:** My concern, Madam Minister, is that the need to train teachers—particularly, to keep coming back to it, for the provisions of Bill 82—is extremely extensive. I want to spend a little bit more time on that later if we have the time.

**Hon. Miss Stephenson:** I should warn you that that really comes under the Ministry of Colleges and Universities estimates, because that is where it is.

**Mr. Sweeney:** If we cannot do it here, then we will do it there. We will get at it some time anyway because it is really critical, in my judgement, to the effectiveness of Bill 82.

It seems as if the word has gone out that this program at Trillium and Léger—Trillium I am more familiar with because it happens to be in southwestern Ontario—is being dubbed as a teacher training process. Teachers themselves who have been there said it was an interesting visit—

5 p.m.

**Hon. Miss Stephenson:** I would not call Milton in southwestern Ontario.

**Mr. Sweeney:** Well, it is in southwestern Ontario, is it not?

**Hon. Miss Stephenson:** It is not that far from Toronto.

**Mr. Sweeney:** Speaking to some of the teachers who have gone, they said they enjoyed their visit, they enjoyed seeing what was happening but they really did not learn anything they were going to be able to take back to their classroom to any great extent. It was not a teacher training in that sense.

I am wondering, once again, if there is a credibility gap here in using that expression.

**Hon. Miss Stephenson:** That is not the kind of response we have heard from teachers who have participated; anything but. The response we have received is that they did learn something that was extremely useful to them in going back to their own classrooms.

**Mr. Sweeney:** I guess I am talking to teachers who have a fair bit of background already in special education and felt that maybe they did not get anything—

**Hon. Miss Stephenson:** Most of the teachers who have been there have a fair bit of background in special education. They are not neophytes in the field.

**Mr. Sweeney:** Let me put it this way then. What is the future for this? Is it going to be more than one week? Do you intend to bring people in in different ways? Are you just going to continue doing this one week? We can argue back and forth, but where is it going?

**Hon. Miss Stephenson:** For the next year, the program will continue as it is now.

**Mr. Sweeney:** Is that the coming year?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** What is the approximate cost per pupil in this operation?



**Mr. Rees:** There will be approximately 40 students in each of these schools, but the costs are a little misleading because we have the teacher education and there is a lot of liaison work as well. But if you were to take the 80 and divide it into the budget, that is as good a figure as we can come up with.

**Mr. Sweeney:** Into the \$1.6 million?

**Mr. Rees:** Yes.

**Mr. Sweeney:** How does that compare with similar programs being offered in other centres? How cost effective are we?

**Mr. Rees:** I do not know that there are many that you can compare it with. In the first place it is developing. In the second place there are seconded teachers from boards and the hope is that the teachers that are participating there will be carrying back the skills that they have honed. There is also the teacher education program. I do not know that there are any that are comparable.

**Mr. Sweeney:** I get a rough figure of about \$20,000 a student; 80 into \$1.6 million.

**Mr. Rees:** It is not a long way off.

**Hon. Miss Stephenson:** Even with the additional responsibilities carried out by Trillium and Léger, there is not a vast difference between the costs of certain programs—

**Mr. Sweeney:** It seems to me that even when we were purchasing services from what were called high-cost American schools we were not paying that kind of money. I recall it was in the \$9,000, \$10,000, \$11,000 area, certainly never anywhere near \$20,000. Here again, I cannot sense that at a week at a time a lot of that money can be going into teacher training. I mean the bulk of it surely, has to be in the actual operation of the school for student purposes.

**Hon. Miss Stephenson:** Not all of the teachers are there for only one week at a time. Several of the teachers are there for much longer periods of time, seconded by their boards and remaining as part of the staff. They will return to their boards, taking their expertise with them to the board level, while others will be coming in.

**Mr. Sweeney:** But that cannot legitimately, in my judgement, be called a teacher training part of the cost, despite the fact there is a training process going on, because they become part of your staff. They are not people who come in for a week and then leave, and really do not make any direct contribution to the operation of the school. This is faculty, the staff of the school. In

terms of cost that would really be stretching the teacher training aspect of the cost of that operation.

**Mr. Rees:** There is provision to pay for the supply teachers who cover off for the teachers who come into the teacher education program. If the board were to send a teacher on the teacher education program for that week, the board can be reimbursed for the cost of the supply teacher.

**Mr. Sweeney:** Do you have a figure which indicates what the teacher training aspect of the operation actually is?

As near as I can tell, there can only be two components to it: whatever it costs you to keep that teacher at the centre for a week with room and board and, secondly, whatever moneys you transfer back to the school board to take care of the supply teacher. Those are the only two components I can think of. Do you have a cost figure for those two components?

**Mr. Rees:** I do not have that, but I could find that out.

**Mr. Sweeney:** Would you please? We could very quickly work it out.

If it can be shown that the cost at other alternative centres remains significantly lower than \$20,000 a pupil, or whatever it works out to, \$18,000 or \$19,000, will you continue this operation and will you even expand it, or will you perhaps decide on a cost-effective basis it might be more economical, providing that the other centres are doing as effective an educational job, to purchase that service rather than provide it yourself? Is that part of the long-range planning for this whole preparation?

**Hon. Miss Stephenson:** It is a part of the long-range examination of the special schools. Cost effectiveness has to be an integral part of all of our thinking.

**Mr. Sweeney:** I make that comment well in line with what I have been saying for years. I believe we should have something like this in Ontario. I have not backed off that. It is just a question of whether this the best way to do it, given that kind of cost.

**Hon. Miss Stephenson:** I think we shall know probably within the next year.

**Mr. Sweeney:** You would have about three years' experience then. Is this not the full second year?

**Hon. Miss Stephenson:** No. This is the first full year really.

**Mr. Sweeney:** Last year it started in January.

**Hon. Miss Stephenson:** For both schools, yes.

**Mr. Sweeney:** A year and a half or two and a half years maybe would be a better time to raise the issue again then.

**Mr. Chairman:** Thank you, Mr. Sweeney. Mr. McClellan, followed by Mr. Gillies.

**Mr. McClellan:** I have a very simple question. I do not think it was asked. How many places are there at Trillium School?

**Hon. Miss Stephenson:** Forty.

**Mr. McClellan:** How many students are there at Trillium?

**Hon. Miss Stephenson:** Forty.

**Mr. McClellan:** When did the places match the number of students?

**Hon. Miss Stephenson:** Only this year.

**Mr. Rees:** There is a provincial admissions committee which just met recently. I think they are considering about 25 referrals and there are about nine spaces that are anticipated. There has been a feeling, since it was a demonstration facility, that those who were selected for Trillium were those who could benefit most from the type of program that was offered and those who also would have the least chance of getting a suitable program with their own boards. This has been retained in the criteria for admissions and there has been a small list of standby students retained this year for the first time in the event of spaces becoming available.

**Mr. McClellan:** How does it work? Is it on a regular school year from September to June?

**Hon. Miss Stephenson:** Yes.

**Mr. Rees:** From September to June.

**Mr. McClellan:** You had 40 places for the students as of September 1980?

**Mr. Rees:** Yes.

**Mr. McClellan:** How many students had been turned away by the committee? You may not want to use that phrase.

**Hon. Miss Stephenson:** Who were considered suitable for the school?

**Mr. McClellan:** Who made application to the school.

**Mr. Rees:** Students make application through their boards to regional committees; so the school does not turn anyone away. The provincial review committee sees the final selection at the provincial level. It met last week. Those were the numbers I was referring to.

**Mr. McClellan:** Do you have numbers on the number of students who had been referred to Trillium? I think you understand what I am

getting at; so let us not play word games. I would like to know how many students had been referred by boards of education to Trillium School. I am trying to get an idea of the perceived need, at least on the part of boards of education across this province. Are those figures available?

**5:10 p.m.**

**Mr. Rees:** I am sure they would be. I do not have them.

**Hon. Miss Stephenson:** The numbers have been referred to the provincial committee.

**Mr. McClellan:** I am not quite sure what the Kafkaesque structure is. I would like to know.

**Hon. Miss Stephenson:** It is not Kafkaesque. The referrals are made by boards of education on the basis of their capability.

**Mr. McClellan:** Yes. I understand the referral goes to a regional committee for some kind of screening. Then it is referred to the provincial committee for a final decision, yes or no.

**Hon. Miss Stephenson:** Yes.

**Mr. McClellan:** What I would like to know is the number of students who were referred by boards of education to the regional committees. It would be interesting to compare that with the number of spaces that are available. That is all I am trying to get.

**Hon. Miss Stephenson:** That information can be developed. I think it was 40 spaces this year.

**Mr. McClellan:** Would they have the figures for English students and for French students as well?

**Hon. Miss Stephenson:** Yes.

**Mr. Gillies:** This is pure curiosity really. This is the only vote under the education program in which the services allotment is significantly higher than the staff salary allotment. I may be missing something here under teacher training. Is this not a labour-intensive field? Why is the services figure about \$1 million and the salaries about \$250,000, while in most of the other votes in a similar field the figure for salaries has been much higher than the services?

**Mr. Rees:** The teachers at Trillium are seconded from boards and their salaries are paid out of the services account.

**Mr. Gillies:** They are out of the country boards?

**Mr. Rees:** That is correct.

Item 5 agreed to.

On item 6, correspondence education:

**Mr. Van Horne:** I have a question of the minister, Mr. Chairman. What is the lowest grade level at which a person may be admitted to the correspondence programs?

**Hon. Miss Stephenson:** Grade one.

**Mr. Van Horne:** If a student is attending grade nine in secondary school, may he or she be admitted to a course through correspondence if it is recommended by the principal?

**Hon. Miss Stephenson:** Yes, for a course that is unavailable to that student.

**Mr. Van Horne:** I understood there was some lower age or grade limit that presents problems to the ministry.

**Hon. Miss Stephenson:** The only problem area I have encountered is the problem of a grade 10 student who decided on his own he wanted to do grade 13 math and calculus without a recommendation from his principal. He has been pursuing that object for some time.

Both the math courses are available in the school he is attending, but he cannot attend because his timetable does not permit him to, nor would his principal or math teacher suggest he should indulge in grade 13 calculus without having had his grade 11 and 12 math leading up to that. That is the only age-grade problem I have seen. Are there others which have come forward?

**Mr. Rees:** The traditional role of the correspondence education program has been to provide the opportunity for those not in attendance at school. That has been the role exclusively until the past eight years. About eight years ago there was a change in the admissions to admit to the program, in order to pick up a single course, those who were attending school in grades 11, 12 and 13. The reason was that with the declining population the availability of some programs was in jeopardy. So, on the recommendation of a principal, a student at the senior levels could be enrolled.

**Hon. Miss Stephenson:** I am sorry. I made a glaring error there.

**Mr. Van Horne:** I was not trying to trap you on an error.

**Hon. Miss Stephenson:** I understand that, but there is a limitation.

**Mr. Van Horne:** I can't recall the detail of a request that came to me earlier in this session, but it struck me there was some line drawn,

which seems to be that grade 11 level. Will you still give consideration to someone below grade 11?

**Mr. Rees:** Not if they are attending a publicly supported school.

**Mr. Van Horne:** This is not the place to get into a debate on the merit of making some kind of accommodation for a youngster in grade nine or 10, but I will get the facts of the case and present them to the ministry. I think it is discriminatory not to allow someone in grade 10 who may have had a learning disability. We have been talking throughout these estimates about special education and learning disabilities.

If a parent and a teacher can persuade a principal that this would be in the student's best interest, I am not sure I can understand why the ministry would stand in the way of such a recommendation. At any rate, I have made my point and I will get the detail to you later. That is the only question I had.

**Mr. Sweeney:** Has there been any other general change in the criteria for acceptance?

**Mr. Rees:** I do not believe so.

**Mr. Sweeney:** Has there been a tightening up? The word is out that the correspondence branch is tightening up, that it will no longer take the students it used to take. Is there any validity to that, or is that just a perception?

**Mr. Rees:** I think there is some truth in it because of the demand being placed on the service. The increase has exceeded all forecasts. There was an increase in enrolment of about 27 per cent last year when we had anticipated very little increase.

**Mr. Sweeney:** Are these mainly the types of student you were talking about a minute ago where, because of declining enrolment, their school cannot offer a program, and if they do not get it from you people, there is no other place they can get it? Is that where the increase is coming from?

**Mr. Rees:** No, it is primarily adults.

**Mr. Sweeney:** For which the program was started.

**Hon. Miss Stephenson:** In the first place. What is the enrolment this year?

**Mr. Rees:** About 65,000 new course enrolments, but that does not include those who are continuing from the previous year.

**Mr. Van Horne:** Could you give us a breakdown later?

**Mr. Rees:** In what way? The number of day school students, for example?



**Mr. Van Horne:** Yes, versus those that are not. I would have to guess that you have them, as we say jokingly in politics, broken down by age and sex. Do you have them categorized?

**Hon. Miss Stephenson:** We do not have them categorized by sex.

**Mr. Van Horne:** What classifications do you have? Let's put it that way.

**Mr. Rees:** The day school program is very different in that it has to come through the principal. That breakdown is very closely monitored. It is about 10 per cent of the population. The secondary school program is made up of day school students. Almost 90 per cent are adults. There is a very small population of children outside Canada and in remote areas in Ontario.

**Mr. Van Horne:** Whatever information you have, I would appreciate it. Thank you.

**Mr. Chairman:** Are there any further questions on correspondence education?

Item 6 agreed to.

On item 7, regional offices:

**Mr. Van Horne:** I will jump in ahead of my colleague Mr. Sweeney. I have an ongoing concern with regional offices, partly because I have developed a number of acquaintances and friends in the ministry.

**Hon. Miss Stephenson:** An affinity for them. That is what it is.

5:20 p.m.

**Mr. Van Horne:** I think some of them feel they are being hung out to dry. That is putting it crudely probably, but I do not think you are planning to expand the regional offices or do anything much more than to watch them roll over and die.

**Hon. Miss Stephenson:** No.

**Mr. Van Horne:** When people are being superannuated and not being replaced, that is a logical conclusion one could draw. Take the case of a friend of mine who recently retired from the London region office and, as I understand it, is not being replaced, and that is not a singular incident. How are the regional offices going to be able to provide service, assuming that what I observe is happening elsewhere? What is going on?

**Hon. Miss Stephenson:** The regional offices are under the same kind of complement constraint that all the rest of us are, and that does leave us in difficulty. As a matter of fact, we perceive a more integrated role for the regional

offices, as I said earlier, because we feel strongly that the implementation of policy and of objectives is a major role for the Ministry of Education.

The regional offices were transferred from the policy and analysis division to the program division so that there would be an ongoing integration and liaison with the program development division.

**Mr. Van Horne:** I am sure you keep track of the number of requests for service that come into regional offices over the years. Do you perceive the number of requests to be declining or increasing? Beyond that, are the people in the offices able to meet the number of requests? Are they able to travel and visit and do the things they feel they should be doing in your view?

**Hon. Miss Stephenson:** I think we should ask Mr. Rist to respond to that. The question was whether the regional office staff were able to travel and to participate in things. Have the requests for services declined or increased?

**Mr. Rist:** As a matter of interest, I have just returned from a visit to the six regional offices and we have a very good capsule picture of the entire role as it is at present. Although we are going down in numbers, it has only been one actually over the past year. We have added a large group of secondees and exchanges that I think provides another element.

**Hon. Miss Stephenson:** What is the total number of secondees?

**Mr. Rist:** Altogether in the vicinity of 70. We are just effecting one or two at the moment. There are five exchanges. I think these give it an extra dimension we may have lost over time in the regional offices.

**Mr. Van Horne:** You have to run that by me again. You claim you are getting more expertise now with the secondee system.

**Mr. Rist:** Yes, we are. To come back to the question of the amount of work and the number of requests, at the moment the regional offices are carrying out 43 regional or board reviews. These are done at the request of the boards. In conjunction with that, we are also doing six provincial reviews and six co-operative reviews and planning another six. The requests really are coming in faster than we can handle them. Have I answered your question?

**Mr. Van Horne:** I am going to accept what you say. I am not going to quarrel with it now. It

is just that I have a very different view and I will stand by my statement earlier. I think they are going to be fading away.

**Hon. Miss Stephenson:** Well, they are not.

**Mr. Sweeney:** Let us put the question in another context. What is the future for them? What are your plans for those offices two, five and 10 years from now? What do you see happening to them?

**Hon. Miss Stephenson:** The regional offices will have a very definitive role to play in the implementation of the special ed program, for example, which is rather significant. We feel that the implementation of policy and program is a very important role for the ministry and we feel that the regional offices are best fitted to carry out that implementation. That is the kind of direction in which we are moving. I believe that strengthens the role of regional offices rather than weakens it in any way.

**Mr. Van Horne:** When was this published?

**Mr. Rist:** It was just completed about six months ago. It has been in the mill for about a year and a half as we tested it out with all of the regional offices, the central branches and with all of the regional education councils.

**Mr. Chairman:** Any further questions?

Item 7 agreed to.

On item 8, elementary education:

**Mr. Chairman:** Any questions?

**Mr. Sweeney:** I have a couple, one in particular, Madam Minister.

You may have noticed that I have been zeroing in this time around on a number of specific events that have been happening during the past year. One that I did not bring up earlier was this whole look at values education, particularly the conference that was held at OISE in January at which the minister was present, at which she gave a fairly detailed statement herself and at which there was both positive and negative reaction. I believe it was Dr. Huston in particular who summed up at the end and suggested that things were still in very troubled waters.

I have two main questions. First, in addition to what you said at that conference that day, where do you see values education going in the province? Second, how did you and your staff react to that summing up that Dr. Huston made? I think he made five very specific points.

**Hon. Miss Stephenson:** First, I would have to say we have been working pretty vigorously in the area of developing through the inductive

method. As a result of consultation with a wide-ranging group of those with specific concerns related to ethical values and moral principles, a set of guidelines for teachers which will be ready this fall in draft form for elementary teachers.

I see values education as an integral part of the educational program, not something that can be separated off and taught as a specific kind of subject, but something which really plays a part in all of our activities. No matter what it is we are doing, we all have to make judgements on a daily basis. Children have to learn how to do that appropriately, and examples can be provided in all kinds of classes. That is the purpose of Don Santor's activity this year, the development of the resource materials and guidelines for teachers which I think will be of assistance to them.

You will note in the secondary education review project preliminary paper that similar statements have been made by the steering committee related to secondary education. This is a matter which I believe we must address once we have completed the elementary exercise which we are carrying on right at the present time.

We have made some specific requests of boards, most of which I am sure will be complied with, and there certainly is a great deal of interest expressed by boards, by teachers, by many groups in our society for some assistance in the appropriate means of delivering the information children will need and the attitudes they will need in order to make appropriate judgements in this area.

How did I respond to the Huston statement?

**Mr. Sweeney:** His final summing up in particular, not his original.

**Hon. Miss Stephenson:** Less than totally positively, I must say. There were some biases within his statement that I was not really sure were necessarily appropriate to this jurisdiction, but that is one man's opinion.

**Mr. Sweeney:** I raised that question particularly because he seemed to be hitting at some of the fundamental issues we have to face in terms of what we are doing in values education and what the implications of those things are. It was in that nature that I raised the question. Do you sense that same concern, that same internal contradiction?

**Hon. Miss Stephenson:** Yes, of course. I am not sure it is a contradiction. It is a matter of

facing reality. There are differences within our society that I was a little concerned that Dr. Huston was not really prepared to look at as realistically as perhaps some others might. None the less, I value his opinion as well. I am not sure that they are contradictions. They may be paradoxical, but I am not at all sure they are contradictions.

5:30 p.m.

**Mr. Sweeney:** How did you respond—and I could not see it anywhere here; maybe I missed it—to that statement of Kathleen Gow in that book which I think was called, “Yes, Virginia, There is Right and Wrong.” I understand she spoke at this one as well. She pointed out that there is an internal contradiction within the ministry itself in that the act, in section 230 or something like that, says that teachers must inculcate by principle, et cetera. Then there are those lists of all the wonderful things they are supposed to do, and then the support for the values education materials which clearly say it is improper to inculcate. When I talk to parents and to teachers, that again seems to be one of the difficulties they are really grappling with.

I cannot remember the particular section.

**Hon. Miss Stephenson:** Specific denominational religious views are improper under the new Education Act. The inculcation of one's own—I do not know what you would call it; I guess I would call it religious bias as far as children are concerned—is not considered to be appropriate.

**Mr. Sweeney:** No, I am not talking about a sectarian belief. I do not mean it in that sense and I do not think it was intended to be meant that way.

**Hon. Miss Stephenson:** Where in the Education Act, would you tell me, or in the materials?

**Mr. Sweeney:** Some of the materials which are recommended in the curriculum guidelines are from some authors that say, “You can't do this. You can't tell kids that this is right and this is wrong.” Simple things, like truth, honesty and justice, are the words that are often referred to. You have to simply suggest situations. If they accept that, fine, but if they do not, that is their tough luck. I am putting it in a very simplified form, you realize, but that is really the heart of the message, the heart of the concern.

**Hon. Miss Stephenson:** But that is not what all of the authors are saying.

**Mr. Sweeney:** There are some that say it very clearly.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** There are about three specific references made in here to books which are on the approved guidelines from the ministry, in which those kinds of statements are made.

**Hon. Miss Stephenson:** They are the titles of books and authors listed as reference material for the teacher, but not necessarily to be used within the classroom.

**Mr. Sweeney:** If those books suggest there is a way to teach values education which implies that you do not really teach the child anything, but you simply put him into situations where he has to make his own decision—

**Hon. Miss Stephenson:** The purpose of our activity this year is to define the guidelines and produce the resource materials that will be helpful to teachers to help them to teach the children.

I would agree there has been what I guess I would call a state of limbo in certain areas related to the whole attitude regarding instruction in the area of morals and values within the school system. That is why we moved last year to second Don Santor to develop information, resource materials and guidelines that would be helpful to teachers to do positive things in support of those principles which are common to every thinking, humanitarian individual, no matter what his or her religious base.

I think we are attempting to move in a very positive kind of way rather than what you are suggesting and what Kathleen Gow suggested, which was a very negative approach to this.

**Mr. Sweeney:** It does come part circle back to this whole question about discipline in the school because one of the points that Dr. Huston made in his closing statement, and one of the reasons I asked you, was this whole question of an outside authority.

I think it still is pretty traditional acceptance and pretty traditional belief within Ontario that there is an outside authority to much of what we do. Yet values education as expressed by some of the authors in the approved texts indicates that is not so, that all authority rests within yourself and that you do not look to anybody outside. Again, it is a very difficult dilemma.

**Hon. Miss Stephenson:** As I said, I think it has been paradoxical in the past and it has provided a dilemma for teachers in many instances. What



we are trying to do is provide some positive approaches to this which will be helpful to teachers and to students.

**Ms. Fish:** May I just ask a question for clarification to see if I am understanding?

**Hon. Miss Stephenson:** Let us not talk about values clarification, however.

**Ms. Fish:** No.

**Mr. Van Horne:** You ought to ask Don Santor. He is an excellent person.

**Hon. Miss Stephenson:** Because he came from London.

**Ms. Fish:** I just wanted to know whether you were questioning and replying to something that had to do with things referenced in a newspaper article a few months ago about alleged instances where young students were being put in lifeboat situations, 11 students and only nine could survive, or something like that. Is that what we are talking about?

**Hon. Miss Stephenson:** Yes. That was the thesis of Kathleen Gow's argument related to morals and values education in the school system.

**Ms. Fish:** But when you were talking about developing other programs, was someone suggesting that she is wrong, that that is not done in the schools, or it is done in the schools and there is a concern about that?

**Hon. Miss Stephenson:** She is correct in that certain of the authors that Mr. Sweeney has mentioned had suggested that kind of exercise as a useful activity for children to make moral decisions within the classroom, using the lifeboat principle and the bomb shelter situation and that kind of thing. We have specifically asked that those not be used because, while they may be interesting exercises for adults who have had some experience in making some decisions related to moral structure or human activity, most kids have not had that kind of experience, and it seemed to us they were less than an appropriate exercise for children.

We specifically asked, via a memo—the Association of Large School Boards of Ontario again will probably be raising its eyebrows—that those exercises not be used within the classroom at all, and said we were in the process of trying to help teachers develop—I guess “appropriate” is the right word again—more appropriate teaching methods and information to be of assistance to children in helping them to determine the appropriate moral path for them to follow, supplementing—not taking over, but

supplementing—the moral guidance which they should be receiving at home and should as well be receiving from their religious community.

**Mr. Sweeney:** That is where the crunch comes, unfortunately. On the one hand, the home and, let us say, the church are making fairly definitive statements—hopefully, most of them are anyway—saying: “This is the value system. We are not asking you to make a choice at this point. Sometime later on, as you get a little older and reach more maturity, you are going to make decisions anyway and we are not going to be able to prevent that. We all recognize that.”

At this particular point you tell them what it is, whereas when they go to school the impression they are given is: “Nobody is going to tell you. You have to decide for yourself. If you decide it is good, then it is good.” There are no absolutes. Lying can be okay; stealing can be okay.

**Hon. Miss Stephenson:** That is not the principle upon which we are developing new guidelines.

**Mr. Sweeney:** That would be my last question. How do you resolve that dilemma?

**Hon. Miss Stephenson:** I am not sure because I have not seen all the material as yet, but I think there are some things that are right or wrong and we should be damned well brave enough to say so in the educational system.

**Mr. Sweeney:** I will await with bated breath to hear that.

**Hon. Miss Stephenson:** And you are probably going to hear a whole lot of noise from people who object strenuously to our movement in that direction, but it seems to me we have been out there hanging on to the edge of the leaf for long enough.

**Mr. Van Horne:** For the record, in the academic years 1970-71 and 1971-72 Don Santor was head of the history department at Sir Frederick Banting Secondary School and I had the pleasure of being principal. Along with Mr. Santor, the other department heads and most of the staff, for that matter, spent a lot of time talking about how to approach this. I think he would admit that the process was a long, tedious and difficult one, but he has spent much more than a decade addressing himself and his brilliant mind to it. I am sure when he is finished you will be happy with it. I hope you will be able to pass on some solid guidelines.

5:40 p.m.

**Hon. Miss Stephenson:** Thank you. That was the primary reason we seconded Don Santor and we are really looking forward to his report.

**Mr. Van Horne:** We had a pretty special London board back in those days too and I think they should get a bouquet. They get so few.

**Mr. Chairman:** I would like to remind the committee that we have exactly two more minutes to go through approximately 10 items unless the committee consents to go beyond the time allocation to 6 p.m.

**Mr. Grande:** Mr. Chairman, I understood the other day this was the proper vote for me to raise the question of English as a second language.

**Mr. Chairman:** There is a certain procedure, Mr. Grande, with which you are familiar, being a veteran of many committee meetings. Are you presenting a motion?

**Mr. Grande:** Yes, I am.

**Mr. Chairman:** As I indicated earlier in the meeting, a motion is to be presented by a voting member of the committee and you are not a voting member of the committee.

**Mr. Grande:** I have given you a letter of substitution.

**Mr. Chairman:** I would like to read your letter of substitution. "This is to advise that Mr. Tony Grande, MPP, Oakwood, will be substituted by Ross McClellan, MPP, Bellwoods." Where is Mr. McClellan?

**Mr. R. F. Johnston:** Mr. McClellan is the present substitute for someone who is a nonvoting member.

**Mr. Chairman:** That is what it says. Perhaps someone else wants to move the motion.

**Mr. Gillies:** Why doesn't Mr. Johnston?

**Interjection:** He can move it. He needs a seconder as well.

**Mr. Chairman:** You do not need a seconder.

**Mr. R. F. Johnston:** I will be glad to move it.

**Mr. Chairman:** Do you want to move it and we will see if it is in order or not?

Mr. R. F. Johnston moves that this committee deems it necessary that all funds assigned by the Ministry of Education estimates for the year 1981-82 that ensue to the Metropolitan Toronto School Board for the financing of English as a second language program and services be withheld; and that those funds be distributed by the

Minister of Education directly to the six area boards according to the ESL needs of these boards as detailed to the ministry in January 1981; and that this procedure become the method by which the Ministry of Education fund the ESL programs and services henceforth.

**Mr. Chairman:** I would like, first of all, to inform you that your motion is out of order according to standing order 15, which says that any motion which specifically directs the allocation of public funds shall not be passed unless recommended by a message from the Lieutenant Governor and shall be proposed only by a minister of the crown. It is my understanding that this specifically refers to directing the allocation of public funds.

**Mr. R. F. Johnston:** I am attributing the motion to mean an allocation of money that has already been budgeted. We are only talking about a method of delivering the funds.

**Mr. Chairman:** It is directing the allocation from one manner to another, which is the prerogative, I believe, of a minister of the crown.

**Mr. Sweeney:** I understand what Mr. Grande is trying to do, to get the money directly to the area boards rather than going through the hands of the Metro board, but with the present legislative setup of the Metro board and its relationship with the area boards, I think it would be—I cannot think of another word—illegal to do it. As much as he may want to see it happen that way, I do not think we have the power to do it. I would be open to hearing it another way because, quite frankly, I agree with it.

**Hon. Miss Stephenson:** The ministry would have to change two acts in order to do that. We would have to amend both the Education Act and the Municipality of Metropolitan Toronto Act.

**Mr. Sweeney:** Yes, I do not think it is possible.

**Hon. Miss Stephenson:** I did commit the ministry to discussions, negotiations or whatever you want to call it with the Metropolitan Toronto board in order to attempt to resolve the difficulty, which seems to be ongoing, related to ESL funding, and we shall do that.

**Mr. Grande:** Mr. Chairman, let me just—

**Mr. Chairman:** Mr. Grande, the time has expired. I go back to my initial request for consent if we are to proceed beyond the time allocation. Do members agree to proceed for another 14 minutes until six? You may continue, Mr. Grande.

**Mr. Grande:** Mr. Chairman, I realize I was in very rough waters because, as you point out, it is on the edge of being out of order.

**Mr. Chairman:** It is not just close, it is out of order.

**Mr. Grande:** I did not say the ministry should add new funds to that area. I was careful to say the funds that are apportioned to the Metro board for that function should be withheld. We are not dealing with one single new cent in this motion.

As the ministry and the minister know, the problem is one of long standing. It has come to the point where I feel very frustrated. Even if you rule the motion out of order, something has to be done. If it is not done here, I shall to do it in the Legislature at the time of concurrence in the estimates of the Ministry of Education.

This particular method of financing is not working. It is not meeting the ESL needs of the kids in the area boards because the funds are being stalled at the Metro level; they are not getting through to the area boards. Something needs to be done. This motion before you is an attempt, born of frustration, to get at that, and if this motion is ruled out of order, to tell the ministry there is a real problem there.

No doubt you have been trying to do something about it for the last four or five years. Obviously Metro is telling you otherwise, not to touch it. None the less, I come to you from the point of looking at whether children's needs are being met; and the method of financing through the Metro board is not meeting the needs of the kids who must learn English before they can take advantage of the regular school program.

As I have already stated, my motion does not involve any new money whatsoever, therefore it should be allowed.

**Mr. Chairman:** I have quoted the standing orders and I will not repeat that. I believe your motion is out of order.

Item 8 agreed to.

On item 9, senior and continuing education:

**Mr. Sweeney:** Could I ask what the minister's intent is with that latest brochure, the Third Wave or the Third Alternative? I have it mixed up with Alvin Toffler's new book, I think.

**Hon. Miss Stephenson:** The full title is Continuing Education: The Third System. It is an attempt to examine continuing education, which has many definitions and many other names, in order to determine the most appropriate way for ministry funding at all levels within the system—that is, at the elementary and second-

ary levels, the community college level and the university level—the most appropriate way to ensure that the needs of those who want to be involved in continuing education are being met and are being supported appropriately by funding provided through taxes.

**Mr. Sweeney:** I am thinking of it in terms of the Ministry of Education rather than Colleges and Universities.

**Hon. Miss Stephenson:** I do not think you can separate them. That was the purpose of doing the total examination. Since we have responsibility from both areas, we felt we had a requirement to examine all phases of the provision of this kind of education. I have to tell you that it is not all being supplied, not by any means, by educational institutions.

5:50 p.m.

There are many thousands of courses in the London area alone, for example, that are being provided by associations and organizations which have nothing to do with education directly. We want to ensure that the money provided through the collection of tax dollars is being most appropriately delivered in order to meet the educational needs if the people want to be involved in this kind of program.

I am thinking specifically, for example, of adult basic education, which is an area of particular concern. The potential duplication of the number of courses, through delivery by various systems in the same community, may or may not be appropriate.

We are raising more questions than we are providing answers at the present time. Should different institutions be providing exactly the same kind of program to potentially the same clientele within a community? Is that a rational use of public funds?

**Mr. Sweeney:** My question was leading to a point we raised last year and I understand it is still not resolved. I think you used the term yourself just a minute ago, this basic education program that had been offered by the federal government. I cannot even remember the terminology.

Anyway, it was basically for adults coming in to community colleges who just needed basic educational skills: reading, writing and arithmetic sort of thing. The feds were phasing out of that and I brought it to your attention last year and you said the ministry would phase in some other program to take its place so the need would continue to be met. My understanding is that it is still bubbling around in the cauldron out there. Where are we at with it?



**Hon. Miss Stephenson:** It is a part of the examination of this area of education. We anticipate that we will have all of the responses to the discussion paper by the September 1 and we will have completed the analysis of that by the end of that month, as a matter of fact, because I think we have to come forward with some policy directions related to that subject and to others.

**Mr. Sweeney:** Will there not be a gap there? I understand the federal government set either March 31 or April 30 as the deadline for them pulling out, and there will be nothing else in place.

**Hon. Miss Stephenson:** I do not think they are going to be out completely, but they certainly—

**Mr. Sweeney:** A warning was issued a year ago that they were in for one more year. That is why I brought it up at last year's estimates so that at the point when they phased out this other projected program you seem to have in mind could be phased in simultaneously and there would be some kind of continuity. But I sense there is nothing from your ministry ready to fit in.

**Hon. Miss Stephenson:** There are a number of programs already being provided by school boards in a number of areas in this specific range of educational activities, but we want to make sure they are co-ordinated and supported as best we can possibly support them. You are asking do we have a program in place right at the moment: No, we do not, but we will have.

**Mr. Sweeney:** So for a time there will be a gap where there will not be a service available to that particular group of people?

**Hon. Miss Stephenson:** There has been a gap for a period of time because as you know they have been moving out of the area; certain of the colleges have had their funds or the availability of funds depleted by the lack of federal support.

**Mr. Sweeney:** But given a year's lead time, why would it not have been possible to get another program into place?

**Hon. Miss Stephenson:** Where are we going to put it in place?

**Mr. Sweeney:** Continue it where it was.

**Hon. Miss Stephenson:** Is that the appropriate place to do it? That is the question we are trying to answer.

**Mr. Sweeney:** Surely, Madam Minister, if you do not have an alternative, would it not be

better to continue that one rather than have these—

**Hon. Miss Stephenson:** I don't know.

**Mr. Sweeney:** I think last year I shared with you letters from some of the students who believed their lives had been literally turned around by the basic skills they got there, which then enabled them to go into other programs they would otherwise never have been able to go into. It was obviously fulfilling a need.

Well, you obviously have not done it.

**Hon. Miss Stephenson:** We have not done it as yet. We are in the process of doing it now.

It is just one more example of the old seduction and abandonment routine of the feds, that is all.

Item 9 agreed to.

Items 10 to 13, inclusive, agreed to.

Vote 3102 agreed to.

On vote 3103, services to education program:

Items 1 to 4, inclusive, agreed to.

On item 5, Teachers' Superannuation Commission:

**Mr. Sweeney:** We might have a minute and a half, Mr. Chairman. Could I just ask one question?

A number of boards are beginning to move into this procedure whereby a teacher can teach for four years on 80 per cent salary and then get the fifth year also at 80 per cent salary. In other words, there is no cost to the board. It is creating some problems with respect to superannuation; I am sure the minister is aware of it.

Given that that has been one of the suggestions to deal with the declining enrolment factor and teacher employment and that whole business, is the superannuation commission looking at this? Are they prepared in any way to view it in different ways or can we do nothing about it?

**Hon. Miss Stephenson:** No, the superannuation commission has looked at it, but in addition to that there is a special committee which has been established, a tripartite committee involving Treasury, the Ministry of Education and the teachers' federation, to look at a number of items that relate to similar kinds of suggestions that have been made by OTF and by others.

That committee is specifically, I think, looking at modifications to the superannuation program and they are using the expertise of the commission as well.

Item 5 agreed to.

Vote 3103 agreed to.

**Mr. Chairman:** This completes the estimates of the Ministry of Education.

I would like to remind the members of the committee that you have received a copy of the estimates for the standing committee. Perhaps we do not have any time today but tomorrow I would appreciate it if we could just quickly go through it and approve a budget for our committee.

There is a mistake on the Order Paper. Tomorrow the meeting is following routine proceedings, but on Wednesday it will be from 1 p.m. to 2 p.m. and following routine proceedings—in other words from about 3:30 until about six o'clock—for the WCB report.

The committee adjourned at 6 p.m.

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Fisher, Dr. H. K., Deputy Minister  
 Hewitt, L. J., Chairman, Special Education Initiating Team  
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 Rist, R. G., Executive Director, Regional Services Division





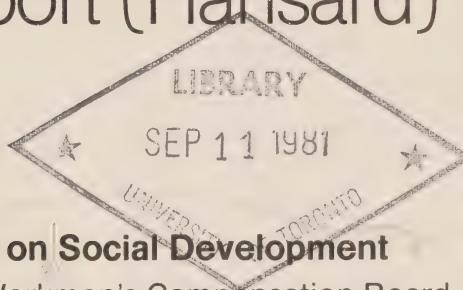




No. S-9

# Legislature of Ontario Debates

## Official Report (Hansard)



### Standing Committee on Social Development

Annual Report, 1979, Workmen's Compensation Board

**First Session, Thirty-Second Parliament**

Tuesday, June 16, 1981

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC



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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

**Tuesday, June 16, 1981**

The committee met at 3:40 p.m. in room No. 151.

### ANNUAL REPORT, 1979, WORKMEN'S COMPENSATION BOARD

**Mr. Chairman:** I see a quorum. I call the committee to order. We are discussing the Workmen's Compensation Board report, 1979.

**Mr. McClellan:** Mr. Chairman, could I have some clarification with regard to the absence of a briefing book on the Workmen's Compensation Board?

**Hon. Mr. Alexander:** I think I can address myself to that, Mr. Chairman. Mr. McClellan will find reference to this in my speech. I might say we found it was not really necessary to have a briefing book in light of the fact that, and I say this with great respect, you found some fault with what we supplied to you last time. I did, however, as suggested by Mr. Martel at the time, look at the document that had been filed by the Ministry of Community and Social Services. However, if you will just bear with me, sir, you will have the answer in my speech.

**Ms. Copps:** I am not normally on this committee, but there was a memo circulated to its members that today we were going to be discussing the WCB report (Weiler report). The chairman submitted a memo, which I can produce for you, if you would like to call for a short delay.

There was some confusion over exactly what was to be discussed here. When you are dealing with a matter so serious, I do not think you should—

**Mr. Chairman:** Ms. Copps, we are discussing the Workmen's Compensation Board report. A copy of the Weiler report was distributed as background material for anyone who may see the need to refer to some of its recommendations as part of the discussion of the WCB report. It was distributed basically for your information.

**Ms. Copps:** The memo that was circulated stated "WCB (Weiler report)." That was the one report referred to. Therefore, the Liberal members of this committee were prepared for a discussion of the Weiler report. If you are serious about having the 1979 annual report discussed, we should get more than just an incorrect memo a day or so before the committee is to sit.

**Mr. Chairman:** Let me read the memo aloud. "The chairman of the standing committee on social development has asked me to send you the enclosed background material relating to the committee's consideration of the annual report of the Workmen's Compensation Board for 1979." You will see on the Order Paper, and it has been on the Order Paper for the past two days, that the report we are discussing is the annual report of the WCB.

I welcome the Minister of Labour (Mr. Elgie); the Honourable Lincoln Alexander, chairman of the Workmen's Compensation Board; Mr. Alan MacDonald, vice-chairman of administration and general manager; Mr. John F. McDonald, secretary of the board; and Mr. D. F. Hamilton, commissioner of appeals.

We will begin with the opening statement of the chairman, Mr. Alexander.

**Hon. Mr. Alexander:** Thank you very much, Mr. Chairman. Before we proceed, I would ask the committee if it would agree to my having up here with me three of the executive directors, Dr. William McCracken, executive director of medical services; Mr. William Kerr, executive director of claims; and Mr. John Wisocky, executive director of rehabilitation. That is not to suggest the the other divisions are not equally important, but these gentlemen will bear the brunt of your attack, if I can put it that way.

Hello, Mr. Martel. How are you? I am very glad to see you here, sir. I knew you would show up.

**Mr. Martel:** I could not tear myself away.

**Hon. Mr. Alexander:** Mr. Chairman, that is my request. I hope the committee agrees with it.

**Mr. Chairman:** I think so.

**Hon. Mr. Alexander:** Mr. Chairman, Mr. Minister and members of the committee, at this time it is my privilege to report on the activities of the Workmen's Compensation Board during 1980, notwithstanding that you have before you the 1979 annual report.

At the outset, I would remind you that a question was raised at the last committee hearings regarding the adequacy of the briefing material which was tabled at that time by the board as a supplementary report. I was asked

then to refer to the briefing book tabled by the Ministry of Community and Social Services, which I did.

I would suggest that this type of briefing book—and I say this with a great deal of respect—is appropriate for the purpose of reviewing and approving estimates and/or budgets, but it is clear that is not the purpose of this committee regarding the board's report. As you know, we are now supposed to be dealing with the 1979 report, and whatever material or data we could give you now relating to this report would certainly be out of date, given the fact this is now June 1981.

It seems to me that in order to address the question properly the examination of the board's activities by this committee, or any other one to which the responsibility is given, should occur very soon after the report of the board is tabled. In this way, the kind of information requested would be more current.

Having said that, I can assure the committee that we at the board are prepared to attend any time in the fall in order to report on the activities of 1980, by way of statistical data or otherwise. However, I emphasize that specifics could be furnished on request at any time prior to that time, including today, if we have them. If we do not have them, we will see to it that you are advised of the answers you seek.

Our mandate as specified in the Workmen's Compensation Act calls upon us to provide service of varying kinds to a wide range of the public with diverse interests and expectations. I can assure you that in every area of our activity we take that responsibility seriously.

Turning first to the area of claims, a total of 444,674 claims were reported to the board in 1980, a decrease of some 16,298, or 3.5 per cent, from 1979. Expressed another way, in 1980 the board received, on average, more than 1,800 new claims every working day of the year.

Of the 444,674 claims reported, about 55 per cent were accepted as no-lost-time claims. In other words, just over one half of the total were accepted as claims for accidents for which medical treatment was required, but which did not result in any time being lost from work beyond the day of the accident. On the other hand, about 37 per cent of the total reported were accepted as claims which did involve time lost from work, and in these cases compensation benefits were paid to injured workers.

In 1980, we made awards to claimants and on their behalf totalling some \$527 million in the

form of compensation and pension benefits, medical aid payments to doctors and other treating agencies and vocational rehabilitation.

With the opening of regional offices in Sudbury and in London late in the year, workers' compensation claims were adjudicated for the first time in the board's history outside our head office in Toronto. Because the adjudication function is connected with many other aspects of the board's operations, the expansion of services in the Sudbury and London areas was an effort that involved virtually every part of the organization in one way or another. I am very proud of the way our staff met the challenges of planning and implementing our regional operations.

**3:50 p.m.**

In addition to adjudicating most accident claims in their respective regions, our staff at the two regional offices provide such related services as payment authorization, processing of medical aid accounts from treating agencies and treatment control. Since the member for Sudbury East (Mr. Martel) is here, we will perhaps be able to add to that in terms of what has occurred in the area of Sudbury. I know he will have something to say about that because we are aware of his interest.

Because of the need for specialized medical expertise, certain other services still remain at head office. These include the adjudication of claims for industrial disease and fatality and assessments for permanent disability. However, several benefits have resulted from the opening of our regional offices that are worth noting at this time. I would like to give special emphasis to these for the benefit of committee members.

The injured workers of each region are now receiving more personal service. Claims are being processed more expeditiously because local staff do not have to wait for information from Toronto regarding the status of those claims. All required information is at hand in the claim files maintained in each office.

The presence of staff from the areas of claims adjudication, medical services and vocational rehabilitation in each regional office yields an additional benefit. When they are all involved in the claim, they can readily arrange a case conference and determine the appropriate course of action to follow in order to resolve a particular problem. It is often the case that input from the three areas is desirable, and this can now be easily arranged outside head office.

We project that in 1981 some 25,000 claims will be reported to the Sudbury regional office



and a slightly higher number to the London office. Taken together, this represents about 10 per cent of the projected provincial volume of claims for 1981.

I would point out, with some emphasis, that the staffing requirements of the regional offices were met by hiring local residents. When the Sudbury office opened, 98 of the 113 positions were filled by local residents. In the London office, local residents filled 86 of the 110 staff positions.

Aside from the direct benefit to the local economy, the presence in our new offices of staff who have a firsthand knowledge of the community, its people and its industries will benefit all our working relationships in each region, not only with injured workers, but with employers, physicians and other groups that work with us as well, including other treating agencies.

The regionalization of major services is only one of the positive initiatives undertaken by the board in 1980. Our industrial back education program is another. This program is aimed at reducing the staggering number of back injuries that occur in the work place every year. Roughly 25 per cent of all injuries that lead to people losing time off work involve their backs, and about one half of the admissions to our hospital and rehabilitation centre relate to this type of injury. The industrial back education program had its inception at the hospital and rehabilitation centre and it is based on the expertise that our staff at the centre have developed in treating back injuries among their patients.

This program, our first venture into educational training in the work place, is an education in the structure and functions of the back, its capabilities, limitations and proper preventive care. It is conducted on the job site by a team of medical and treatment experts from our hospital and rehabilitation centre, drawn from the ranks of surgeons, physiotherapists and remedial gymnasts. They convey their message through films, lectures and demonstrations, giving workers a basic understanding of anatomy, posture and general physical fitness.

The team stresses that many back injuries are the result of people's long-term attitudes towards their back and are not caused only by a single, isolated event. The program is available to industry free of charge. Since it first went on the road in the spring of 1980, response from industry has exceeded our expectations. The program has bookings well in 1982. Of course,

patients at the hospital and rehabilitation centre continue to receive back education, as they have over the past three or four years.

I must admit that admissions to the centre decreased slightly from 10,663 in 1979 to 10,646 in 1980. This supports the evaluation made in 1979 that the centre is operating close to capacity. Eighty per cent of the patients who complete their program of treatment, including those with complicated injuries, are able to return to work immediately after being discharged from the centre.

For your information, regarding the centre in a national and international perspective, 834 individuals visited the centre in 1980 to study its facilities and treatment techniques. I met them from South Africa, Japan, the United States and many other places. Because of the publicity the centre has received, visitors have come to Toronto or Downsview, as the case may be, in order to be further advised regarding what is done at that centre. The visitors included physicians and administrators from compensation boards in many other provinces, states and nations.

Our centre continues to be the locus of major research projects in 1980. Perhaps you will want to follow that through later, Mr. Chairman, by way of questions from the assembled members. I will mention a few of these projects.

Research was begun in 1980 on identification of early lumbar disability, a project in which careful measurements are made on 100 lower-back injury patients when their disabilities reach 13 weeks. The goal is to identify factors that may predict future complications in back cases and thus lead to the prevention of long-lasting disability.

Also under way at the centre in 1980 was a one-year follow-up to phases II and III of the back research program, a project examining the value of surgery in treating low-back pain. Pain is also the subject of several other research projects, including research into the application of transcutaneous nerve stimulator units and their effectiveness in treating lower-back pain, and research at both the centre and York University into the use of biofeedback in treating back pain with superimposed migraine.

Analysis was begun at McMaster University in 1980 in the foundry research project. This project will be useful in determining whether current lung cancer guidelines for workers at Dofasco's Hamilton foundry can be revised or extended for other foundry workers.

Of the many activities that were carried out in

1980 by our vocational rehabilitation division, I would like to note that our employment campaigns or blitzes, as we refer to them, were intensified last year. Last year we conducted 10 of these blitzes, sending a team of rehabilitation and employment specialists to conduct an intensive information campaign in various communities throughout the province.

These campaigns, each of which is conducted over the course of a week, are designed to increase the awareness among employers, of the benefits, in terms of both human and financial resources, for hiring rehabilitated workers. In other words, hiring the disabled makes sound, good business sense.

In 1979, our staff was successful in finding 2,868 job opportunities for rehabilitated workers and in placing 859 of them in new jobs. Last year we exceeded our expectations by finding 3,562 job opportunities; 1,212 rehabilitated workers returned to employment through this mechanism. You will note the increase in terms of acceptability.

In view of our past success, we intend to conduct at least 12 employment blitzes this year. Our new JOB, or job opportunity bank computer program, will assist us not only in identifying the communities where our attention should be directed, but also in identifying our clients who are ready to return to work throughout the province, along with the types of work in which they are seeking employment.

Another area of positive initiative taken by the board in 1980 was the expansion of the ethnic relations section of our communications division. Through this section we seek to provide our services to those members of the community in cases where it is necessary to communicate with them in their own first language. In 1980, we expanded this service through the addition of Portuguese staff to the already existing Italian members of the section.

#### **4: p.m.**

Our activities in this regard do not end there. Our staff has been busy representing the board at various exhibits, conferences, speaking engagements and other activities in the community. Along with other members of our staff, I had the honour of accepting many speaking invitations and appeared on both television and radio in an effort to introduce the board to the public and to inform them about the nature and extent of our services.

Further in this connection, an overture was made, directed to new MPPs—if I am not correct there, then MLAs as the case may

be—to visit the board and acquaint themselves with our activities. I am pleased to note that some of them did accept this invitation. I sincerely hope that others will follow suit in due course.

It is my honour—and I do not want to brag about this, but I think it is an honour—to have been elected president of the Association of Workers' Compensation Boards of Canada. This role, apart from being interesting and stimulating, serves to bring about a greater awareness and understanding of the activities of workers' compensation boards on a national perspective.

As you know, 1981 is the International Year of Disabled Persons, as proclaimed by the United Nations. At the board, we have taken advantage of the heightened awareness which the international year has produced in society in general to bring about a greater understanding in our own community of services in rehabilitating injured men and women, helping them to find meaningful employment and reinstating themselves in the community.

In 1980, we undertook an accessibility study of our premises at head office in co-operation with the building management. As a result of this study, a ramp on one corner of the building has been made more accessible to people entering the premises in wheelchairs. Reserved parking spaces for disabled people have been established in the parking lot elsewhere in the building and route signs have been posted, facilitating passage from the parking lot to our offices.

This study is also being used as the basis for examining accessibility to other board offices throughout the province. We have made advances as well in the area of equal opportunity. In 1979, the board established an equal opportunity program to ensure equality of employment opportunities and advancement within the Workers' Compensation Board. The written policy setting out the board's concepts on equal opportunity was completed in 1980. Copies of the equal opportunity policy statement have been posted throughout the board's premises.

In another vein, the trend has continued towards an increase in the number of women in the management and senior administrative scale. In 1980, women filled 36 per cent of the positions in this scale, an increase from 33.2 per cent in 1979.

A major innovation was introduced in the appeals process in 1980, whereby a summary of information or transcript of an appealed adjudi-



cation hearing was provided before a hearing date was scheduled. The initial intent was to reduce postponements. Appellants would have the opportunity to prepare their cases and then proceed to request a hearing date. The number of appeals granted in 1980 increased at the appeals adjudicator level to 53 per cent and at the appeal board level to 41 per cent.

If you want to pursue that, I would jot that down in your little memo book so that you do not forget it, sir.

**Mr. McClellan:** I will not forget it.

**Hon. Mr. Alexander:** I know you will not forget it. May I finish, Mr. Chairman, before Mr. McClellan gets carried away.

**Mr. Martel:** You are in the proper tone for this.

**Hon. Mr. Alexander:** It is such a pleasure to be here among my colleagues, as I like to continue to refer to them. But let me carry on before I lose my train of thought. I am happy to inform you that complaints to the Ombudsman regarding appeal board decisions are down from an average of 30 per month in 1979 to fewer than 20. Similarly, recommendations by the Ombudsman for changes in appeal board decisions are down 50 per cent.

The Ombudsman is now reporting that over 60 per cent of all complaints of appeal board decisions are not supportable—and I underline that—under the provisions of section 22(1) of the Ombudsman Act. In his most recent report to the Legislature, the eighth report, the Ombudsman stated on page 11, and I think this is worthy of putting down in Hansard:

“When I took over as Ombudsman and to this date, complaints about the Workmen’s Compensation Board had been the second highest of any board, agency or ministry. Since my appointment I have carried on intensive negotiations with representatives of the Workmen’s Compensation Board, including Michael Starr, the former chairman, and Lincoln Alexander, the present chairman.

“I am very pleased to say that the relationship between the office of the Ombudsman and the Workmen’s Compensation Board is now one of mutual appreciation and respect. We do not always agree, of course, but we are able to effectively discuss the areas in which we disagree.”

I must say that the board is very pleased with that statement of the Ombudsman and agrees that the relationship is certainly, as quoted, one of mutual appreciation and respect.

I mentioned at the beginning of my remarks that we take our responsibility to the public very seriously. I want to re-emphasize that just in case there is any doubt at all about it. We are mindful of the fact that when we are in the position of helping people with problems, as we are at the board, we can expect to be the object of some negative feelings.

On the other hand, we are accountable also to the employers, and, therefore, to the consumers of this province. This balancing act is not easy for us in Ontario or for other compensation boards elsewhere in the world. While attempting to perform this balancing act, the board has been subjected to criticism of varying degrees, most of which, I would respectfully submit, I believe to be unwarranted.

**Mr. McClellan:** You are learning fast.

**Hon. Mr. Alexander:** I am a little older, Mr. McClellan. I don’t know if I have been on the street longer. Maybe that is where you are missing.

I would point out that since taking office I have found that all boards and/or commissions, regardless of jurisdiction—and I say that with a great deal of respect—face the accusation of being too lenient or too stingy. In short, when you take money in with one hand and pay it out with the other, criticism is bound to surface.

Our compensation system has recently been the subject of examination. I have heard mention here by Ms. Copps of Hamilton, of something to do with the Weiler report, and she may perhaps want to pursue that. I know that the results of this examination, together with others—and I can think of the Dupré commission, the Krever commission, the Williams report—in one way or another will have a very significant influence on the future of workers’ compensation in Ontario.

I hope this overview of some of the many incidents of positive action—I would like to say and hope you accept them—taken by the board during the past year will be of some assistance to you in terms of the investigative process which is about to begin.

In closing, may I say that my colleagues and I are now available for any questions you may have regarding any aspect of the board’s activities. In this regard, I would like to bring to your attention the several people here who represent the board. We have already singled out Mr. Alan MacDonald, who is vice-chairman of administration. We also have Mr. John McDonald, secretary of the board; and Dr. William McCracken, executive director of medical ser-



vices. Seated next to him is Mr. William Kerr, executive director of claims, and next to him Mr. Wisocky, executive director of rehabilitation.

**4:10 p.m.**

We also have in our midst Mr. Vic Sweeney, executive director of administrative resources; Mr. Bob Reilly, executive director of finance; Mr. Gordon Haugh, executive director of communications; Mr. Les Cameron, former acting executive director; and Mr. Tom Warrington, vice-chairman of appeals. Mr. Warrington is that tall, handsome fellow at the back here. Mr. Jim Betts, executive director of human resources, is not here but someone will be here from his office.

I think he was mentioned earlier, but I will refer again to my good friend Mr. Douglas Hamilton.

**Mr. Laughren:** I see from your introductions that equal opportunity is flourishing at the board.

**Hon. Mr. Alexander:** I am glad you noticed that. I want to thank you for bringing that to my attention.

Mr. Chairman, thank you for giving me time to bring forward my report regarding the Workmen's Compensation Board and Workmen's Compensation Act of Ontario.

**Mr. Chairman:** Thank you, Mr. Alexander, for your stimulating opening statement and your complimentary introduction of your staff.

We will continue with comments or questions from the official opposition critics. We will begin with Ms. Copps.

**Ms. Copps:** Mr. Chairman, I am at a bit of a loss for the simple reason that I am not sure whether we should respond to Mr. Alexander's statement today. I am glad to see that he has not lost his touch. As you know, he was on the opposite side of the fence. He always spoke well for Hamilton.

**Hon. Mr. Alexander:** Thank you, Ms. Copps.

**Ms. Copps:** I do not know whether we should go on with this statement or the annual report which was the reason for us being here today. I will, however, outline a couple of comments I noted as we were going through the opening statement by Mr. Alexander. I am glad to see that Mr. Warrington is here because one of the areas I find particularly interesting is the spirit of co-operation that has been demonstrated between the Ombudsman and the Workmen's Compensation Board.

I understand, according to page 21 of Mr.

Alexander's report, that the Ombudsman is now reporting over 60 per cent of all complaints of appeal board decisions are not supportable. My first question is, what about the other 39 per cent? And what is the lag time between the actual introduction of the appeal and its resolution through the Ombudsman?

One of the reasons for that question is that I have a constituent, and I am sure there are probably thousands of others, who has been waiting upwards of three years—in fact, beyond three years—for a decision on a matter which is going through the system, the revolving door.

**Hon. Mr. Alexander:** Which system, the Ombudsman or the Workmen's Compensation Board?

**Ms. Copps:** In dealing with the Ombudsman, maybe I can read this letter, which will clarify it for you, regarding claim number such-and-such.

**Hon. Mr. Alexander:** Ms. Copps, I just want to get my environment clear. Are we referring to the Workmen's Compensation Board or are we referring to the Ombudsman?

**Ms. Copps:** We are referring to the Workmen's Compensation Board's attempt to obstruct or to delay decisions made by the Ombudsman.

**Hon. Mr. Alexander:** I resent your way of putting it because I do not think we obstruct or attempt to.

**Ms. Copps:** I am sorry if you resent my way of putting it, but I will leave it at that.

**Mr. Haggerty:** Blunt, but on.

**Hon. Mr. Alexander:** It is blunt, and she is not on.

**Ms. Copps:** With respect to my constituent who has been waiting over three years for a decision, one of the reasons the Ombudsman is having trouble making his decision is that the Workmen's Compensation Board appeal board refuses to consider a medical review panel as suggested by the Ombudsman unless the Leader of the Opposition, that is, of the Liberal Party, withdraws objection to the original decision. It is that kind of logic which escapes me.

The reason I am glad Mr. Warrington is here is that Mr. Warrington was referred to in a letter by the Ombudsman with respect to section 42(1). and I am sure you are all very familiar with section 42(1). Mr. Warrington had been contacted by the Ombudsman to see if he, or the Workmen's Compensation Board, had any response to the decision by the Ombudsman or the recommendation by the Ombudsman that

section 42(1) be interpreted in a more holistic way, which would allow supplementary compensation to some 130 workers.

I could quote from the letter. I do not have it here, but if you would like to recess until I bring the letter, I would do so. Mr. Warrington chose not to reply. The letter was tabled in the House, as those who were there for the discussion of the select committee on the Ombudsman would know.

In the letter, Mr. Warrington was advised by the Ombudsman that there were concerns regarding section 42(1). Mr. Warrington wrote back to submit that the Workmen's Compensation Board had no further comment or statement with respect to 42(1). A decision was made by the Ombudsman, whereupon it seems that the manpower, the very executive and legal manpower of the Workmen's Compensation Board, was pulled together so that section 42(1) for the report of the Ombudsman could have been dropped the night that it was brought into the House.

I just wonder how Mr. Warrington's refusal to respond to the Ombudsman, which is stated in a letter that Mr. Morand sent out to some 130 applicants involved in this holistic approach and interpretation of 42(1), jives with the statement by the chairman here that relationships have never been better.

If relationships are so good, why was the compensation board not able to bring in its second legal opinion when the thing was being discussed by the Ombudsman? If two organizations of the government have such a terrific communication going, that is definitely one question in my mind.

**Hon. Mr. Alexander:** Would you like us to answer that one?

**Ms. Copps:** Yes, I would love you to.

**Mr. Martel:** May I ask, Mr. Chairman, how you intend to run the proceedings. Do you intend to allow each party to make its presentation, as we usually do, and then give the chairman of the board an opportunity to respond to those opening remarks by both opposition parties, rather than try to get into a question-and-answer period before the opposition have had an opportunity to make their presentations?

**Mr. Chairman:** We would appreciate it if you would make a statement and then continue with questions.

**Ms. Copps:** I am raising that as one question. I have several with respect to the opening statement, but since we are here to discuss the

annual report of the Workmen's Compensation Board for 1979, I have some questions with respect to the board. Turning to page nine, you state there has been an increase in claims reported to the claims division of 8.5 per cent over the 1978 total. On page 11, you state that the volume of investigations has increased more than 27 per cent.

This, again, is up 16 per cent from the year before. In other words, we have had a 43 per cent increase—my math is not too good—in the number of claims investigated. However, in your opening statement you refer to a three per cent increase in the last year over the number of claims from the year before.

I have a rhetorical question. Why has there been such a great increase in the volume of investigations when there has not been a proportionate increase in the number of claims brought to the attention of the board? That is one question I have.

I have another question, which I think is critical, particularly coming from the area of Hamilton and dealing with a lot of immigrant groups myself. In the statement you refer to some 73 board employees who have facility with another language. That is 73, my understanding is, out of all the employees in the claim services division. I do not know how many employees there are in the claim services division, but I would suspect that it numbers somewhere over 1,000. Is that correct in claim services?

**Hon. Mr. Alexander:** Not quite, but you are getting close. It is down from that.

**Ms. Copps:** I think that that number is totally unacceptable and that definitely there should be some progress made in that area. There is highlighted in the report some of the liaison that has occurred between the board and Costi. I think this is something that should be encouraged, but I would also like to point out to the board that there are non-English speaking workers outside the city of Toronto who do not always have the same facility to travel back and forth as some people might have who are involved with Costi.

The board also makes reference to the uncomplicated claim time delay or time lapse from the introduction of the claim to the completion date. I am looking at this from a critic's or an advocate's point of view, but it seems I would not be looking at the 75 per cent of complicated claims. In 1979, there were 75 per cent of complicated claims adjudicated within 30 working days.

Do not forget what that 30 working days

implies. I do not know many here could last without a paycheque for 40 days. My question is, what about the other 25 per cent? What was the time lapse with those 25 per cent and how can we take a more positive approach to looking at some of the deficiencies rather than patting ourselves on the back for all the wonderful things we have been doing? Believe me, 25 per cent of claims not adjudicated within 30 working days is not a record that should be lauded in an annual report.

I realize that the increases in the WCB benefits are not within the purview of the board itself—the administration—so I will not touch too long on that question. Why the ceiling on earnings at \$18,500 when further on in the report, the Workmen's Compensation Board is again patting itself on the back for how well its investments have been doing?

4:20 p.m.

**Hon. Mr. Alexander:** How well it is what, Ms. Copps?

**Ms. Copps:** How well its investments have been doing. On page 45 we see that the income from investments has been up 14 per cent. I wonder why we do not apply this increase in investments to an increase in workers' salaries on a normal basis. It seems to me that we again have a situation where the worker is being given the short shrift.

I have a question with respect to page 42, which notes that the Workmen's Compensation Board has responded to 540 separate requests for statistical information from outside agencies and from within the board. Of the outside agencies, who were they? What information was supplied? Is that information made available to the general public?

I have just a comment on the computerized claims registration and identification system, which became fully operative in August 1979. Until the Workmen's Compensation Board gets a computerized system that relates information, not only dealing with the bare bones of each claimant, but also with the medical reports in each file, I think this system will continue to be overloaded and ineffective.

As any of you know, in dealing on a regular basis with the Workmen's Compensation Board, you can lose the file. A file can travel from Hamilton to Toronto to Sudbury or wherever. Although computerized claims should be allowed, and I think it is the direction in which we should be moving, they should be much more comprehensive.

I have a question on the International Year of Disabled Persons and the concerns you have for the hiring of the disabled. The comment was made about the number of women in management. Women in management are great. We do not see women in the room here today, and that is something that should be noted.

You indicate in your report on page 39 that 21 handicapped applicants succeeded in obtaining positions at the board in 1979, five more than in 1978. Believe me, with 21 applicants out of the number of staff people you have, I do not think you should be writing and crowing about it. I think you should be saying: "We were only able to hire 21 applicants. Why have we not hired more?"

Surely in a system that is designed to encourage rehabilitation of disabled workers you could hire more than 21 disabled people. I do not think it is a percentage you should be underlining. You should probably be talking about what you should be doing to change and improve that.

The vocational rehabilitation division is the division with which I have perhaps had most experience in my work in the constituency office. I have mentioned the work of Costi. That is something we should be getting into more and more. The board's record on ethnic minorities has been horrible. That is something that should be improved, not only in the Toronto area but also across the province. When I have constituents who cannot even speak to a rehabilitation officer in their native tongue but have to go through an interpreter, surely we are not getting the kind of dialogue we need between injured workers and a counsellor who is trying to find them alternative employment.

Here is another disturbing phenomenon within the compensation board. Instead of saying how great this is, why has there been a 17 per cent increase in referrals to the social work division of the Workmen's Compensation Board? Are we turning our workmen's compensation claimants into social work recipients?

**Mr. Haggerty:** Mr. Chairman, I do not want to interrupt the speaker but, on a point of order, are we dealing with the 1979 report and the 1980 minister's statement?

**Mr. Chairman:** My understanding is that we are dealing with the 1979 report.

**Mr. Haggerty:** I understood that by the rules of the Legislature all reports from boards and commissions had to be in within a certain time.



We are dealing with a report that is almost 18 months old. Surely the board should come forward with the 1980 report now.

**Mr. Chairman:** I believe that Mr. Alexander in his opening statement referred to the fact that the report will be tabled as soon as it is ready.

**Mr. Haggerty:** What report are you now talking about?

**Mr. Chairman:** He referred to the 1980 report which is not ready.

**Mr. Haggerty:** Why on earth is this committee meeting now if we are dealing with something that is back almost two years?

**Mr. Chairman:** It has not been tabled.

**Mr. Haggerty:** It seems to be damn well ridiculous that the committee should be sitting here today dealing with a report that should have been tabled a year ago. Now we are dealing with something else here. I understand you are bringing in the 1980 report later on. When is there going to be an opportunity for this committee to review that report?

**Mr. Chairman:** I would like to ask Mr. MacDonald to comment why the report has not been printed.

**Ms. Copps:** Can I just finish off my comments and then I will leave it open?

**Mr. Martel:** I would ask the chairman to rule on it. They have already said that they intend to deal with it and they are going to debate the god-damned thing. Let's get on with the bloody report.

**Mr. Chairman:** Mr. Haggerty, there was a statement. You were absent at the beginning of the opening statement of the chairman. We are discussing the 1979 report. It is tabled on the Order Paper that this is the discussion of 1979 report. I would like to ask Ms. Copps to continue. Sorry for the interruption.

**Ms. Copps:** I will be brief because I know there are other people involved.

You state that in 1979 there were 30,000 interviews conducted by the division with respect to workers' rehabilitation. I must say that you have only a 10 per cent batting average because the number of workers rehabilitated was only 3,200. Just to clear up a question I have in my mind, referring again to the statement made by Mr. Alexander, he states on page 14, "In 1979, our staff were successful in finding 2,868 job opportunities for rehabilitated workers and in placing 859 of them in new jobs."

I may have missed something, but I do not really understand the difference between job

opportunities and jobs. How many workers have been placed in jobs? How many workers, in fact, have approached the board to get jobs or to be helped in finding jobs and have not found jobs? Is the board using the social work division as an out for not completing its mandate or trying to get workers rehabilitated?

That would pretty well wrap up my comments to date.

**Mr. Chairman:** Does the chairman feel he would like to answer some of the questions raised by Ms. Copps now? Or would he prefer to wait and listen to the statement made by the other leadoff speaker.

**Hon. Mr. Alexander:** In all fairness, having some knowledge of this, I would say with a great deal of respect, having heard the leadoff speaker, that the people who are sitting at that table have been keeping notes of the several questions asked by Ms. Copps. I have kept notes. We are bringing the appropriate executive director to answer the questions. If this is what the committee wishes, and I am hoping it would go along with this, I would suggest that we hear from the other teams, as the case may be, in order to hear what they have to say. After that, we will get involved with all the questions.

**Mr. Laughren:** Just as the chairman of the Workmen's Compensation Board did, I would like to introduce my team, one half of whom is here, Vivian McCaffrey, sitting in the middle row. She is an enormous assistance to me. The other half of the team is my constituency assistant Harriet Conroy. She is known to many of the Workmen's Compensation Board officials for her tenacity in dealing with compensation problems.

In recent times before members obtained constituency offices, which, thank God, they did, as we were going absolutely nuts trying to cope with constituency problems without them, the debates in these committees on the compensation board were more bitter and angrier than they are now. The reason was when members had to deal personally day after day with injured workers' problems, it built up a frustration in members of all three parties that got its release in the committee when the board appeared before it. There are tradeoffs in most things. One of the tradeoffs with the advent of the constituency offices was that members lost that day-to-day contact with so many of the injured workers.

Nevertheless, I shall try to pass on some of the frustrations that are taken out on me by Harriet

and Vivian on workers' compensation problems. It seems that in the last 10 years—and I have only been around a little less than 10 years as a member—we have gone through three chairmen of the Workmen's Compensation Board. Maybe "gone through" is the wrong term.

**Interjection:** Tired out.

**Mr. Laughren:** There was Mr. Bruce Legge and then Mr. Starr.

**Interjection:** General Legge.

**Mr. Laughren:** General Legge, sorry. He'll run me through if I don't call him general. And now we have Mr. Alexander.

There has been a similarity of complaints all the way through. It is just a matter of time—maybe it has happened already and I am not aware of it—before somebody is going to do a very learned PhD thesis on the complaints of the Workmen's Compensation Board in Ontario. I have not seen it yet, but it is inevitable it is going to happen.

**4:30 p.m.**

I will say one thing, however. Over the years the level of debate over the board has risen, in my view, in that we no longer talk solely about individual cases before the board, but we talk about the whole compensation system. Quite frankly, the ministry has proceeded to do that too with the Weiler commission, and the board has been required to do it. I am not sure it would have done so on its own.

No matter who looks at the compensation system carefully, not superficially but really digging into the compensation system, no matter where it is—not just in Ontario—and I am referring to the former chairman, Mr. Starr, when he was, I think, vice-chairman of the commission that looked into the board—

**Hon. Mr. Alexander:** That was the 1973 task force.

**Mr. Laughren:** In the intervening years he has expressed an interest in changing the whole system.

I have served for several years on the longest-running floating crap game in the Legislature, called the select committee on company law. We have been looking at the whole question of sickness and accident insurance. People—not everyone, of course—who come before that committee have been making a lot of those same points, namely, the present system simply is not going to be able to look after the problem.

That is a three-party committee. It has been

interesting to note the change in attitude of the members on that committee towards sickness and accident insurance in the province. As people examine it, whether it is the select committee or Michael Starr or the Weiler commission or the Manitoba study of 1977 or the Saskatchewan report or New Zealand or Australia, all have studied in depth in varying degrees the whole question of sickness and accident. Invariably, the people who study it the most recommend very fundamental and structural changes in the delivery of sickness and accident insurance to people in any given jurisdiction.

I would like to divide my remarks into two sections this afternoon. The first is the way the board is now and how it operates, given its existing mandate. I realize they are operating within a mandate given to them by the Legislature and which they simply cannot change without legislation. The other part of my remarks will deal with the way I hope it will be. I do not want to anticipate Professor Weiler's second report, but I am looking forward very anxiously to what he has to say in that report because he has promised to deal just with that whole aspect.

I owe most of my remarks to my assistant Harriet Conroy, who prepared these notes. When we are talking about the present problems, I touch first on the whole question of decentralization. As you know, New Democrats had a task force report a couple of years ago in which our first recommendation was the decentralization of the board. That has happened, and I am very pleased it has happened in Sudbury because it is better. The decentralization has made it better not just for advocates, such as my office or myself, who deal directly with the board in Sudbury, but, more important, for the injured workers themselves, who have more direct access. It has been a boon.

In my view, there is no question that should be continued and expanded. We should get the board decentralized much more than it is already. I would appreciate the chairman's comments later as to whether or not it is the intention to decentralize even more than they have to date because it is terribly important that we continue to do that.

I would ask why the pension section has not been decentralized. That is still centred in Toronto. When there are pension assessments going on, files are going back and forth between Toronto and the outlying offices just as though



it was not decentralized. I do not see any reason why that should not be the next stage of decentralization.

The other aspect of decentralization is medical and vocational rehabilitation. I understand there are vocational rehabilitation officers in the outlying areas, but still the Downsview centre is the centre for rehabilitation for injured workers in Ontario. I believe very strongly that has to change. That should be the next logical decentralizing project within the board.

I do not question for a moment that the highly specialized aspect of medical rehab may very well have to continue at Downsview. I am not talking about duplicating all the expensive equipment and so forth across the province, but I believe there must be some very basic rehabilitation that can take place closer to the injured worker's home. I think one of the key benefits would be to have the injured worker closer to home when rehabilitation is going on.

Having said those kind things about the board and its decentralization policies, there are still a couple of things about the board I am still not pleased with, and I will spend some time on that. The basic philosophy still has not changed, namely, it is still an adversarial situation for the injured worker. If the injured worker feels he has been dealt with unfairly, then the injured worker must provide to himself or herself all the ammunition, all the expertise.

Do not ask me how an injured worker is supposed to understand all the chemicals in the work place, the effects of sustained noise and decibel ratings. I do not know how a worker is supposed to understand all that information and put together a coherent appeal, and yet that is what it means. An injured worker must in many cases become a lawyer, a doctor, an industrial hygienist in order to have an effective appeal against the board. That clearly puts the worker at a disadvantage.

I have attended many appeals and have seen the injured worker sit there, with me beside him, a lay person, trying to argue with a doctor over some opinion as to whether or not low-back injury was because of a degenerative disc or whether it was a traumatic occurrence in the work place.

Such a situation is clearly a disadvantage to the injured worker and the worker's advocate, and that simply has not changed over the years. If we are going to continue with the present system, there simply must be health technicians of some kind available to injured workers to

launch before the compensation board an appeal that has some real punch. I would ask the board to consider that.

Another aspect that causes us a great deal of grief is the whole question of sequential problems or recurrences which are very hard to judge. Let me deal with sequential problems first. A worker hurts one leg or one hip and gets partially cured. Perhaps there is a continuing partial disability; it may not be very serious. It could be a foot, leg, hip or whatever. The injured worker then, with no control over it, favours that leg or hip or foot for as long as the worker lives, I presume, and that causes damage to the other hip, leg, foot or whatever because of the way that person walks. His gait changes. He favours one side of the body when he is doing heavy work and so forth.

It is really tough to get the board to accept that that is a fact of life. It is very hard to prove because there is no traumatic event dealing with the other problem. The board says: "Show us where the X-ray shows there was a traumatic event that caused that. Where is the accident report dealing with that leg or that foot?" That is not fair. How can the injured worker prove that there is a sequential occurrence where one has affected the other? The board is not fair in its dealings with workers who have those kinds of problems. I believe the board is taking advantage of the lack of proof that is available to the injured worker and denying legitimate claims. I think that has to end.

**4:40 p.m.**

Another aspect I find very annoying is the whole question of commutations—commutation of pensions to a lump-sum cash settlement. I understand very well why the board does it. I understand why they are reluctant to convert to cash. I do not believe for a moment it is ever for the reasons the board puts in the letter to the injured worker, I will be very blunt with you.

The letter the board sends to the injured worker or to someone like myself says it would not be in the best interests of the injured worker to convert to cash because that injured worker can have a continuing pension if he just leaves it the way it is and so forth. In fact, it is of enormous financial advantage to the board to continue with the partial pension rather than a commutation.

I can remember—I wish I had brought the figures with me—a situation where, if a cash settlement were awarded, the interest on that cash settlement was in excess of the monthly pension the worker was receiving. So, obvious-



ly, the board was better off to keep that money rather than pay it out. The interest on it paid for the pension. Conversely, if the worker had received that cash settlement he would have had the interest on that lump sum of money as his pension, and that was before interest rates are what they are now.

The board is terribly patronizing when it comes to commutations. That pension belongs to the worker and the worker should be able to make the determination. If the worker takes the money and blows it on what one might regard to be frivolous things—perhaps there were days in your life when you would not have regarded those things as frivolous either—then surely that is the worker's responsibility. To continue to be patronizing to injured workers who request commutation is, in my view, unacceptable.

Another aspect is the whole question of access to files. This is a continuing running sore with the board. I do not understand why the worker's representative or advocate does not have access to the worker's file at any stage. I do not know why you set up these phoney rules that they have to wait for the review branch decision and so forth. It should be a basic right for the worker and his or her advocate to view the file.

I had experience of one situation where, strangely, the Canada pension plan had access to a file, but the worker's advocate did not have. I would like from the board a clarification of policy as to what extent it is totally confidential and to what extent it is selectively confidential. Does the Canada pension plan have access to workers' files that someone else does not have? We must determine how confidential is confidential?

Another problem area is rehabilitation. I am glad that Mr. Wisocky is here, at least for a while, to listen to my complaints about that. What the board has still not been able to come to grips with, or still has not been able to change its collective attitude on, is the whole point of a worker on rehabilitation having a right not to just a job, but a better job, because of the injury—a whole new lease on life because of an injury, rather than putting a Band-Aid on the problem, to use an old cliché.

If an injured worker who has a disability loses a job, and loses it for other than medical reasons, for reasons not associated with the disability, that worker still can have enormous difficulty getting a job because of the disability. That is where the board seems to walk away and say, "The worker did not lose the job because of

his disability, so what are you talking about?" That is not fair, but that is the way workers are treated.

It is not unlike the question of the Elliot Lake worker, or some other miner, who has no real evidence of having silicosis or asbestosis or lung cancer, but has a history of working in that environment and will not be hired by other mines. It is fundamentally wrong that the board does not see as its responsibility inclusion of those people as well. That is an attitude which I believe is terribly wrong and simply must be changed in the interests of equity and fairness.

I believe there are not enough options on rehabilitation in terms of career choices. It is still a penny-pinching operation. Even if Mr. Wisocky can show me how the budget of the rehabilitation department has gone up by such-and-such a percentage over so many years, I would still have to conclude that it is a penny-pinching operation because of the lack of options that are available to injured workers, the lack of clear options, the lack of educational options that are offered.

I would draw your attention, as well, to workers who have a small disability but need rehabilitation. If a worker becomes a paraplegic, then all the forces of the board come into play and serious efforts are made to rehabilitate that person. I can give you an example of a man in my riding who was injured in a very serious mining accident and became a cripple from the waist down.

What the board did was absolutely magnificent. They moved in and provided service. They had a man, Gunther Gall, who came up to Sudbury several times. It was a model of how that should operate, and I commend the board very much for the way that case was handled. The injured man was made to feel he was important, that the board was on his side in all the attempts to rehabilitate him. A new house was built with partial commutation, with all the proper entrances for somebody in a wheel chair. A very serious effort was made. That person feels very good, as best as he can, about his situation now. I was very impressed.

What it did show me is that it can be done. That is terribly important. As an opposition member who is always criticising the board, you might think it is all just great fun to take shots at you, but we also have to feel occasionally that we are on the right track too and that what we are calling for is realistic and can be done. There was a very tough problem which the

board handled extremely well and with very good results. I feel very strongly that it can be done.

To go back to what I started to say, for someone who has a small disability, 10 or 15 per cent, the board considers it is too small a disability to be worth all the effort and expense of a rehabilitation program, either vocational or educational. I think that is where the board is weak because it is not just the quadriplegic or the paraplegic problems by which you measure your success. It is all of those others too that are of lesser severity.

I mentioned the decentralization of the rehab centre. One other thing I should remind you of is that there have been promises made in the past—not by anyone in this room, but by no less a light than the Premier—that Sudbury was going to get a medical rehabilitation centre. He made that promise on the eve of the 1975 election. That does not excuse the fact that he made the promise. It is no longer being bought by people in northern Ontario, certainly not in the Sudbury area, that what is happening at Laurentian Hospital is a medical rehabilitation centre for the board, which the board tried to pretend for some time. That is simply not enough.

There was an opportunity for you to put a good rehabilitation centre in Sudbury at the old Burwash penal institution when it closed down. There was that big, beautiful gym and living accommodation—a beautiful situation only about 25 miles from Sudbury—and you blew it. I do not know why you blew it, but you did. You will have your own excuses, I am sure, but I thought it was a beautiful opportunity.

**Hon. Mr. Alexander:** Reasons.

**Mr. Laughren:** Reasons. Yes.

**Hon. Mr. Alexander:** It was too much like a prison.

**Mr. Laughren:** No, it was not too much like a prison. It was a minimum security operation and was more like a farm and not like a prison at all. That is an excuse not a reason, Mr. Chairman.

4:50 p.m.

Another thing, which the Liberal critic touched on, is the whole question of language. There are still poor translation facilities for French, in my view. I can only deal with my area. We have a lot of Finnish people in the Sudbury basin and we get complaints from them too. This is particularly the case when it comes to taking aptitude tests, not just sending out a letter. I think that is something you should look at. I

have even had complaints from our French-speaking injured workers that Parisian French is used in the materials available, which is unsuitable for French-speaking people in northern Ontario.

I would like to deal with some specific problems now; those were all fairly general. One is the whole question of medical aid. Although some of these points may not seem terribly important to the board, they do cause problems for injured workers and their families. When a wife has to accompany a worker—and that happens not infrequently—there is no allowance for somebody to look after the home or baby-sit.

There was one case where an injured worker was hurt in a bush camp near James Bay—way up north—and there wasn't even a first aid box available. The injured worker was taken by a bush road out to the nearest town for treatment. Compensation was provided for treatment and for taxis but not for room and board or for his wife's trip to fetch him home so that he could convalesce properly back at home. You are being stingy on something that would not cost very much, I would think. Yet it is important to a situation like that.

The other aspect is that it does discriminate against workers in remote communities. A lot of people in remote communities are working hard in the bush or mine and those people should be given some special attention. I suspect that somebody at the board pictures someone in Mississauga getting hurt. It is a lot different if a worker gets hurt in a remote area. I believe there is inadequate backup in a situation like that.

When there is a recurrence of an injury, some injured workers have to wait. That is still a problem at the board. I touched on it briefly before as it is a serious problem. The board does not seem to understand—that is the wrong term—does not seem to be able to cope with a recurrence of an injury as to whether that injury would have happened even if it had been an original injury.

I will give you an example. If a person hurts his back for the first time on the job, it is compensable—no question about that—and he is off for a length of time. That may happen in the spring or the fall. In the wintertime he goes skidooning across the lake in northern Ontario and his back gets hurt, or he lifts the Skidoo at home to fix it. This happened in a case I got involved in. Is that compensable the second



time or is it not? Was it the recurrence of the original injury? It is a very tough problem. I do not question that.

One of the side effects is that workers wait a long time for decision. While that decision by the board is pending, they are not eligible for accident and sickness insurance, which some workers have. That is not right. The accident and sickness people say: "We do not know. The board may compensate for this. We are not going to compensate you." The delay by the board is simply intolerable. I understand that in Sudbury they are trying to work out a system, but that does not cover the rest of the province.

While we are talking about delays, there is the whole question of problems with doctors. Some doctors, when it is a compensation case, just gnash their teeth and threaten not to deal with the case because of the problems of dealing with the Workmen's Compensation Board. I do not want to make a general statement on it, but there have been cases where workers felt the doctor's frustration was taken out on them rather than on the board.

**Hon. Mr. Alexander:** Or they bill OHIP.

**Mr. Laughren:** Yes. They will bill OHIP for it or, worse still, they will opt out of OHIP.

I want to say a word about injured workers who are on social assistance while waiting for a date to be set for an appeal and in the interim are obviously going to need some rehabilitation. The vocational rehabilitation part of Community and Social Services will not deal with them. They, too, are pushed to the wall on their budgets. They say, "We will wait for the WCB decision." It ends up with passing the buck back and forth.

If the injured worker is unemployed and there is no job to go back to, I think the board must look at that and have in their computer something like, "This is an unemployed worker and his files should be dealt with as expeditiously as possible." This might be done either through negotiation with Community and Social Services to reimburse or whatever. That is not an insurmountable problem, but it does cause problems for the injured worker.

I am almost at the end of specific problems and come now to the question of that 10 per cent increase in 1979. I wager there are employees at the board who have literally torn their hair out by the roots because of the way the board is handling that problem. I can tell you that your people are not happy with it, and I hope you will talk to them about it.

**Hon. Mr. Alexander:** Can you elaborate on that?

**Mr. Laughren:** Yes, I certainly will. If someone qualifies for the 10 per cent disability and the compensable period is interrupted by a work period, following which the worker goes back on compensation again, the worker loses that 10 per cent increase.

I am glad to see the chairman frowning. I think the situation is ludicrous.

**Hon. Mr. Alexander:** I have been frowning for a long time.

**Mr. Laughren:** No, you were frowning about this. I will tell you how ludicrous it is. We asked the board to explain the problem of the 10 per cent and why the situation I described should result in the loss of the 10 per cent. Let me tell you their answer.

By the way, do you find anything wrong with that question? It seems fairly direct. Why would a worker lose the 10 per cent just because the compensable period is interrupted?

**Hon. Mr. Alexander:** Well, we will have to answer it.

**Mr. Laughren:** No, you have answered. Let me tell you the answer. It is from the Workmen's Compensation Board, dated January 8, 1981, and is addressed to the attention of Miss Harriet Conroy, who is my constituency assistant. You really have to follow this now, Mr. Chairman, I warn you, even with your—

**Hon. Mr. Alexander:** Adroitness?

**Mr. Laughren:** Adroitness and steel-trap legal mind.

"Dear Miss Conroy:

"The following outlines how we apply the 10 per cent adjustment amendment, which is effective on and after July 1, 1979. I know it is confusing, but I have tried to simplify it as much as possible." This is the simplified version you are going to get.

"The policy in regard to the 10 per cent increase to temporary disability benefits is as follows: Where the employee is not working and is in receipt of temporary disability benefits, and has continuously received temporary disability benefits for the immediately preceding 12 months, the board shall adjust the rate of the compensation rate being paid, but the compensation rate so adjusted shall not exceed the maximum established by sections 39 and 44.

"In order to clarify the above statement a little bit more, the following definition should help:

"1. The provision 'not working' is, for the most part, self-explanatory, but a note of clarification is required for certain cases. Employ-



ees receiving 'temporary partial difference benefits,' or section 53 benefits with wages, are working and will not meet this provision.

"2. Temporary disability benefits are temporary total disability benefits; temporary partial disability benefits; benefits under section 53 (with no wages); any of the above, less pension.

"Note: The above applies to the type of benefits the employee is receiving at the time the amendment adjustment is applied.

**5 p.m.**

"3. The statute provides that the qualifying period prior to the adjustment is 12 months. For administrative purposes, 52 weeks of payments shall be taken as 12 months.

"4. Continuously receiving temporary disability benefits means the employee has received any of the following benefits during the 52 weeks prior to the effective date of the adjustment: temporary total disability benefits; temporary partial disability benefits; section 53 benefits; temporary partial difference benefits; any of the above, less pension.

"One or any combination of these benefits will be regarded as temporary disability benefits in establishing entitlement to this provision. Note the difference in the types of benefits outlined here as compared to point two.

"5. Frequency: This is a once only increase.

"6. The provision for a 10 per cent compensation rate increase is an ongoing benefit for any employee initially reaching 52 weeks of temporary disability benefits after July 1, 1979. For example,"—you need examples to clarify all this—"temporary disability benefits paid continuously from October 1, 1979, will be increased by 10 per cent on or about October 1, 1980."

"7. An interruption of benefits brings section 40 into play. There are really two situations here: (a) where benefits are closed and subsequently restored over a two-week period, we would use the section 40 earnings to calculate the basis for further payment; (b) where benefits are closed and subsequently restored under a two-week period, we would determine if the employee demonstrated a 'true working capacity' when he returned to work.

"To determine the true working capacity, we look at whether the employee performed his regular work without restrictions, or continued to receive regular treatment during the period he was working. But for the employee without a 'true working capacity' we would use section 40 earnings. If he was not, the period would be accepted as a continuation of the benefits adjusted by the 10 per cent increase."

"It is interesting to note that each date that section 40 is applied becomes a new date to calculate the 52 weeks of temporary disability benefits from. Of course, the amendment can only be applied once in any claim.

"I hope the above information is some help, and if you require any further information, please give me a call.

"Yours very truly,

"Claims Adjudication Branch."

I know I do not have a steel-trap legal mind, Mr. Chairman, but neither do most injured workers—lawyers very seldom get injured—and I cannot help but feel that with that kind of interpretation, what should be a very simple 10 per cent increase in benefits has turned into a nightmare. You have created your own monster for no reason at all.

I know there could be some complications, but I do not believe it could be that complicated unless somebody was planning to make it that complicated. I really think you had better look at that.

**Hon. Mr. Alexander:** I want a copy of the letter.

**Mr. W. R. Kerr:** Mr. Chairman, I will be pleased to deal with that at the appropriate time.

**Mr. Laughren:** I would only agree to that if you will promise not to obfuscate the matter further. The 10 per cent problem should not be as complicated as that. It is driving your people nuts. Whether that message has got to the executive level, I do not know.

**Mr. W. R. Kerr:** Mr. Laughren, I certainly do not want our people to go nuts.

**Mr. Laughren:** You should not give me lines like that.

**Hon. Mr. Alexander:** You have made your point, Mr. Laughren.

**Mr. Laughren:** Good. I am glad I have.

**Hon. Mr. Alexander:** My only concern was to see what followed "yours truly."

**Mr. Laughren:** Yes, I deliberately did not read the person's name.

**Hon. Mr. Alexander:** No. But it did not say chairman of the board either because then I would have left.

**Mr. Laughren:** I come to the last of the specific problems. The previous speaker referred to the International Year of Disabled Persons. I share her comments on what the board is doing. I think there is a special obligation on the part of the board that goes beyond the responsibility of

most other ministries or agencies, to look at that whole question and make a major commitment to the disabled in 1981. I can think of no better way than to shape up the board in how it deals with injured workers. Beyond that, a major program to employ disabled people at the board would be of enormous assistance and an act of good faith that would be respected far and wide.

When all these visiting firemen come to see you from other jurisdictions, if you are able to show them the incredible proportion of disabled people employed by the board, it would leave a lasting mark in their minds. It would be the right thing to do in Ontario. It would be seen, for those of you who are so enamoured with the private sector, to be a major commitment of the private sector to do something about it. I would urge you to do that.

Those are my specific comments on the nitty-gritty of the board. I would like to spend my few remaining moments talking about where we should go from here—what it is that should happen. We can talk forever about the individual problems of the board, the specifics, but we will not solve them unless we change the way in which the whole board operates.

When Professor Weiler was listening to submissions quietly, two years ago now, I made a number of recommendations to him, based on the existing system at the board. I learned that he was going to deal with the whole structure in his second report. I would like to summarize the recommendations I made to Professor Weiler to see if the board feels it can operate with them, can see them as being practical.

Even if there is no immediate change in the board in terms of a comprehensive social insurance scheme—for which I have such a passion—I would appreciate your comments on whether you find any of these suggestions impossible to work with, or would be unable to do because you would regard it as too expensive or simply impractical.

Number one has to do with centralization, such as in Sudbury, but to expand it to the rest of the province.

Two: "A system should be set up which reviews the status of each claim and process—

**The Vice-Chairman:** Sorry, Mr. Laughren. Mr. Sweeney?

**Mr. Sweeney:** Are we into the Weiler report now?

**Mr. Laughren:** No, this is what I think should be done with the Workmen's Compensation Board.

Two: "A system should be set up which reviews the status of each claim in process on a regular basis, so that delays in obtaining necessary information can be avoided and claims processed quickly."

Three: "No benefits or pensions should be reduced without at least two weeks' notice in writing to the compensation recipient. The reasons for the reduction or termination must be fully explained."

Four: "The Workmen's Compensation Board must allocate more of its financial and human resources to improving its vocational rehabilitation services."

Five: "Vocational rehabilitation must be related to what the injured worker needs to establish an alternative vocational career. It must no longer be related to degree of disability."

Six: "Every injured worker must be informed of his right to vocational rehabilitation when it becomes apparent that a degree of permanent disability is the result of an industrial accident or disease."

As an aside, on our task force in 1975 we found that people, particularly in northwestern Ontario, in the woods industry, had no idea that vocational rehabilitation was a right. They were not even aware of it.

Recommendation seven has to do with back problems. The board does have a committee on back problems, which is appropriate. I know it is a very difficult area but I do not know how you could put too much research and resources into looking at back problems. That is really significant.

Eight: "Injured workers who are able to look for light work must not have their pension reduced when high levels of local unemployment preclude their finding a job." We have certainly had that problem in Sudbury.

**5:10 p.m.**

Nine: "A committee should be set up to investigate ways and means to require employers to hire injured workers."

Ten: "Medical rehab centres should be established in several locations, other than Toronto. The board should consider such centres in Thunder Bay, Sudbury, Windsor and Ottawa."

Eleven: "In addition to providing regular medical rehab, each of the centres should be encouraged to develop expertise and research projects in the medical problems related to employment in that area." To be specific, I was thinking of northwestern Ontario—the woods industry, the Sudbury area, the mining industry—



so you would have localized centres of expertise in dealing with medical and vocational rehabilitation.

Twelve: "The Workmen's Compensation Board Act should be amended immediately to provide for a provision to allow for automatic, semi-annual increases indexed to the cost of living or the average industrial wage increases." I know the board itself cannot do that. That is an act of the Legislature; I understand that.

Thirteen: "A comprehensive study should be initiated immediately to review the basis for setting all WCB pensions. This review should focus on the following aspect of payments"—and I go through a more detailed explanation of looking at pensions. I can certainly give the board a copy of this submission. There are only two more.

Fourteen: "The board must no longer view its role as a passive administrator of claims, but must take an active role in the forefront of occupational accidents and illness prevention"—aside from the ads.

Fifteen, and most important. As a matter of fact, my final one would perhaps render all the other recommendations as unnecessary. "The board must operate under its motto, which is 'justice humanely and speedily rendered.'"

Those are the suggestions I have for making the existing board a better way to operate. Having said that, let me put the existing board aside for a moment and see in what direction we should be going. I know the chairman of the board has some sympathy for changing it very fundamentally—at least I think he has. Not that he has sent me anything in a brown paper envelope or anything like that, but I have a sense that he understands.

I mentioned earlier sitting on the select committee of company law and Dr. Ruben Hasson from the university, from Osgoode Hall law school, came before the committee and talked about the whole question of sickness and accident insurance. He made his remarks most emphatically and in a brief way, but he really put it together very well.

He was saying that the private sector, which is the board and insurance companies, cannot adequately insure a population for accident and sickness. In other words, the board may be able to do its job here on broken bones, and sickness and accident insurance companies may be able to do a job for people who have policies with them and who have no conflict with the board or anyone else.

You could have an element of the population

being serviced by the insurance industry. You could have another group being serviced by the compensation board, but enough of the population cannot be adequately served in the whole area of accident and sickness insurance by the private sector. It simply cannot be done.

I would like to give some of the reasons he says that. First of all, he makes the point that it is a necessity to have sickness and accident insurance in the sophisticated society in which we live. He says welfare benefits are totally inadequate for people who do not have sickness and accident insurance. In a moment, I will give you some of the statistics on the number of people who are not covered. He also says most people feel there is a considerable stigma if they have to go on welfare because they are sick or have had an accident not related to the job, and they do not have insurance.

Second, the question arises: can disability insurance be made universal? In his view, it is simply impossible to have universal coverage through private insurance. He just does not think it is possible to do in a very effective way.

Third, a private universal disability insurance cannot be made to pay inflation-proof benefits. There is no evidence anywhere of the private sector providing insurance with indexing. They simply could not do it. It has to be part of society's obligation to look after its victims as inflation continues.

In fact, no private insurance scheme anywhere in the world makes benefits inflation proof. Quite simply he makes the point that any insurer who tried to so would be courting financial disaster; they just could not do it. I am not saying they are stupid because they do not do it, I am saying that the private sector cannot do it. They would not be able to cope with it.

Four, trying to do it through the private system would be too expensive. Now, this is where the free enterprisers start to smile. They say, "Only a socialist could say the public sector could do it more efficiently than the private sector." First of all, I am a socialist. Second, it can be done and is done more efficiently in the public sector than in the private sector. I served on that select committee on company law and it was not totally frivolous, not totally bad, just mostly.

**Hon. Mr. Alexander:** A select committee is never frivolous.

**Mr. Laughren:** That is correct.

The cost of administration in private individual accident insurance, added together with the profit element, which must be there if it is going



to function, accounts for 60 cents in every dollar—administration and profit, most of it administration. Second, under a private insurance system the cost of remunerating the intermediaries would be very high. You get into all the commissions and so forth, the cost of all those agents running around.

**Ms. Copps:** A point of order: how much time is there actually scheduled for this committee to sit? Will everyone have a chance to participate?

**The Vice-Chairman:** The committee decided last week to consider this report today and tomorrow.

**Ms. Copps:** I just wondered, because I know there are other people who want to speak.

**The Vice-Chairman:** Absolutely. The committee will sit again tomorrow at one o'clock.

**Mr. Laughren:** Third are advertising costs under the private sector that would not be there under the public sector. For those of you who like competition, the more competition there is, presumably the more the advertising that has to be done to keep your share of the market, you see?

I mentioned the 60 cents of every dollar in the private insurance industry, for sickness and accident insurance in the private sector, went to administration and profit. The Ontario Workmen's Compensation Board's administration expenses come to about seven cents on the premium dollar. Will you correct me if I am wrong and tell me if I am too high?

**Hon. Mr. Alexander:** We will let you know.

**Mr. Laughren:** Right, you let me know.

There is an enormous difference between being able to deliver insurance in the public sector, which would be equivalent to the compensation board, at seven cents on the premium dollar, versus the private sector doing it at 60 cents on the dollar—an enormous difference.

I really do not want to disillusion all the free-enterprisers around, but nevertheless I do think that needs to be put on the record to dispel some of the myths about efficiency. The Ontario Workmen's Compensation Board is an efficient operation. As a matter of fact we would like to see you remain as efficient, but with a few more premium dollars with which to carry out your mandate. That is what we would like to see.

The other aspect of the private sector is how can you ask a private insurer to provide an adequate rehabilitation program? You could not do it. What is the relation to the premiums? How would you ever have the private sector set up all these educational and vocational options

for injured workers, where there is only a 10 or 15 per cent disability? They would not do it. No private insurer would do that.

I can remember talking to London Life about their rehabilitation program—and it really is a token program—to provide rehabilitation to people who are suffering from illness or an accident. In Professor Hasson's argument that just simply would not work. There is no profit in rehabilitation for the private sector and, of course, that would not happen.

5:20 p.m.

The final paragraph of Professor Hasson's paper says: "Such a scheme might seem visionary but it should be remembered that a universal accident compensation scheme was envisaged as long ago as 1912 by Sir William Meredith when he recommended the establishment of a workmen's compensation scheme. In my view a universal accident compensation scheme is as necessary to societal wellbeing as is a publicly funded health scheme. Once such a scheme is set up it will be perceived, I believe, by the general public to be as essential to a civilized society as, say, the existence of measures to ensure public health." That is Professor Hasson's argument.

I thought he did an extremely good job of saying why the private sector must be excluded from the provision of health and sickness and accident insurance in Ontario, and why we simply must have a comprehensive program so that no matter where anyone gets hurt, regardless of fault, there is compensation for sickness and accident. That simply has to happen.

I would refer to the report to that same select committee by CUPE. They did a major report from which it is sorely tempting to quote at great length if as nothing more than a tribute to Grace Hartman and her colleagues, who are now behind bars, on the work they did in this whole field. It is an excellent report which talks about the gaps out there and the number of people who are not insured in any way in Ontario, or elsewhere in Canada for that matter, for sickness and accident.

It is very clearly a class-based problem in that the working class, the people in the mines and the mills and so forth, are the ones who very often have no insurance, despite the illusion out there that everyone who belongs to a union automatically has sickness and accident insurance. That is not true either. Enormous numbers have no insurance and a huge proportion of those people who are not organized in unions have none at all. It seems to me that is an

enormous gap in the wellbeing of a society, not to be covered by sickness and accident insurance.

The number of times spent away from work as a result of illness or sickness or accidents not related to the job is many times that for accidents on the job—I am sure the board is aware of that—and yet we put into place this program for people hurt on the job and we do not have one for people who get sick or get hurt off the job.

That is simply an enormous gap out there and certainly at some time some administration in Ontario is going to bring it in. It is a question of who is going to do it—who is going to be able to leave that legacy that they made life in Ontario a little more civilized because of a comprehensive sickness and accident program that took that concern or fear out of people's lives.

I was at a luncheon at a conference on the disabled in Sudbury last Thursday—the Minister of Labour (Mr. Elgie) was there—and the person at the microphone said we are all one incident away from being disabled and for us to sit here healthy and comfortable and not do something about those problems is simply not right. I cannot think of a better year than this year. I might say, to proceed with this.

I think I will skip over some of the material I was going to use. I was really doing some work on the program in New Zealand, where they actually have this kind of program.

**Hon. Mr. Alexander:** I did not know what your whole preamble was about until you got to this point. The New Zealand experience: you were leading up to it.

**Mr. Laughren:** Exactly right.

**Hon. Mr. Alexander:** I know you are aware that Professor Weiler is looking into that second stage, which was no fault, no matter how it happens.

**Mr. Laughren:** I look forward very much to his second report. In the report I do not know whether you recall that the person who triggered the whole thing was a man named Wodehouse.

**Hon. Mr. Alexander:** He was here to get an honorary degree.

**Mr. Laughren:** I wish I had met him. He was the one who recommended the program in New Zealand many years ago, in 1967. It was put in place in 1974, I believe.

Just a year ago, he wrote in the *International Labour Review* about the experience in New Zealand for those people who expressed some

concerns. The former Minister of Labour (Miss Stephenson) used to say, "Well, it's not working in New Zealand." She did not know what she was talking about; she just said it as a dismissal of any kind of argument.

This is what Mr. Wodehouse says—Sir Owen Wodehouse; sorry, I didn't mean to offend the monarchists.

**Hon. Mr. Alexander:** He is a Supreme Court judge.

**Mr. Laughren:** He was talking about efficiency and cost. He said: "The fact is, however, that the scheme in operation is remarkably economical. Despite its wide-ranging benefits, it has been possible to hold the nationwide average cost to employers at almost the same level as before the new scheme took effect. Today the figure is 1.07 per cent of incomes compared with one per cent before."

So, it did not bankrupt the employers, who were very uptight about this program when it was being talked about. Wodehouse goes on to say: "The injury scheme in New Zealand is a part of the social welfare program. Its broad purposes are threefold: a unified attempt to avoid incapacity; the promotion of early rehabilitation for all who become incapacitated; and the provision of real compensation, not just for particular groups or at mere subsistence levels but for the maintenance of the living standards of every citizen at every normal level of income. Those purposes are advanced on the principle of community responsibility, as an essential corollary to the principle of comprehensive entitlement.

"The new scheme has now been operating for six years. Despite its nationwide coverage and its generous benefits, it has proved to be remarkably economical and I have no doubt that it is saving the country very large annual sums. There will be amendments to this system as time passes, but the introduction of the new methods and the abandonment of the old ones have been accepted in New Zealand as a social change of major importance."

Those are Sir Owen Wodehouse's comments.

Other jurisdictions have looked at it, such as Manitoba. In 1977 they produced a lot of documentation on who is not covered. I will not go over that except to say the number of people not covered by any kind of sickness and accident insurance is astounding and that we simply must do something about that. Ontario is a highly industrialized province and could indeed put in such a scheme.

The scheme would be financed by an earners'



fund, as the compensation board is here. It is paid by employers, so they would continue to pay their share. Drivers would pay through their drivers' licences. There would be a supplementary program to cover other people, which presumably would come through the consolidated revenue fund. You could have any number of ways of doing it.

I would say the time has come, or is fast approaching, for us to stop thinking we can segment work-related injuries and sicknesses. I think Weiler, in his first report, said it better than I could say it. He said, "The final chapter of my first report permits me to sketch in a preliminary way the nature of the problem posed by industrial disease."

Surely the day of broken bones being a major problem of compensation boards is gone. It is not that simple any more. Almost any board can handle the problem of a broken leg but when you get to industrial diseases it is difficult.

"Consider these facts," says Professor Weiler. "Around 80 per cent of premature deaths among adult Canadian workers stem from diseases of one kind or another. About 95 per cent of the recipients of total disability benefits under the Canada pension plan are disabled by disease rather than by accident. But only two to three per cent of workers' compensation claims and pensions are awarded to victims of disease-based disabilities. There is no a priori reason why this disparity should continue indefinitely. Evidence is accumulating which indicates that the etiology of diseases such as cancer is, to a considerable extent, environmental in character."

**5:30 p.m.**

"Most people spend much of their adult life in their work environment. If connections between industry and disease are ever to be firmly established there could be a major qualitative change in the composition of compensation claims."

The latency period for a disease like cancer can be anywhere from five to 25 years, and, I presume, shorter or longer periods of time as well. I do not know how the board decides. How in the world can the board assess a claim from someone who has cancer at 55 years of age, after having worked at five, six or 10 places in his lifetime?

**Hon. Mr. Alexander:** I am not trying to make light of that statement. We do know that is a problem.

**Mr. Laughren:** That is a very serious problem. My point is you are not going to be able to solve it as a separate, segmented workers' compensation board. Only when you have a comprehensive scheme are you going to be able to compensate people.

Weiler uses the example of two people 45 years of age, both with dependants, both with similar work histories, both heavy smokers and both get cancer. One cancer is determined to be work related and the other is not.

**Hon. Mr. Alexander:** One is in and one is out.

**Mr. Laughren:** One gets the "relatively" lucrative claims from the Workmen's Compensation Board and the other's family ends up on welfare, possibly.

There is simply no sanity in this phoney distinction any more. It is not your fault. I am not dumping on the board here. I am looking for assistance and support from the board in this whole argument that they should no longer deal with industrial diseases. I am not sure you ever could.

That is the impossible predicament you are in—trying to determine fairly whether or not that person should be regarded as compensable on a claim. You would have to have the wisdom of Solomon and even more to make that resolution.

**Hon. Mr. Alexander:** That is why the second phase of the Weiler report is so important. I do not know if he will be able to find the answer. I do not mean to cut you off, but he, together with the Dupré commission vis-à-vis asbestos, has been charged with the mandate to look into this whole thing. So you are really getting into a policy discussion here and I appreciate it. All I can say is I am glad I am not the minister, because I would have to answer that particular question. I don't have that pleasure at this particular time.

I understand you are talking about a very comprehensive scheme that deals with sickness and accident. I do not know whether Meredith was thinking about industrial diseases back in 1915. I don't want to give any particular time for it, but certainly it is now front and foremost in everybody's minds.

Yes, I have heard about the New Zealand experience and I have heard you mention this before. You indicated how it is paid for by way of a board, by way of the automobile driver and from consolidated revenue. Once you bring in consolidated revenue, you bring in government. Once you bring in government, I back away.



I have talked with Sir Owen Wodehouse. He was here the other day and I had the opportunity of meeting him. There are problems with the New Zealand experience. You said that in terms of our social conscience that we should move in this direction. Whether the government will move in this direction I do not know. It is not for me to second guess.

You are quite right when you say that to date industrial disease is the thing that gives us a certain number of anxious moments because, as you said, it is not the easiest thing in the world to adjudicate and to adjudicate speedily, although we do try our best in that regard.

I cannot say anything else except that for those who are involved with the whole scheme of pensions, sickness and accident benefits for Canadians, period, this has been an ongoing discussion among both the feds and the provincial ministers.

Have they come up with anything with respect to pensions yet? No, but the whole question of sickness and accident is a very high profile discussion. I stand to be corrected, but I think you are wrong; I do not think the New Zealand experience relates to sickness, I think it is accident.

But no matter how these things happen, we have to be governed by "as a result of and in the course of"—and there is no question about that, it is an act. But I would suggest you will undoubtedly have an opportunity when, as the minister indicated earlier, in the near future this matter is put before the Legislature as an amendment to the act. You are the ones who are going to be able to call the shot. You are the ones who are going to be able to move the amendment. You are the ones who are going to be able to do what you can in bringing about the kind of act you who sit around here want—and I would respectfully add the kind of act I think I would want, as well.

You say I have some concern about change; yes, I have. I took this job not just to take it, because I had my security, which some of you around here have for the next five years. I would have been in Ottawa and you are here. But I found this to be challenge and I accepted it. I will try my best. I am not looking for any plaudits but certainly I do not think we can afford to stand still and this is why I am pleased to know that there are so many reports out or about to come out. But then the next step is what will the government do.

I know I am not a politician. I know who I am and I have to tread very carefully.

**Mr. Martel:** That didn't bother your predecessor.

**Hon. Mr. Alexander:** Certain people have certain ways of operating.

**The Vice-Chairman:** Order please.

**Hon. Mr. Alexander:** But I just wanted to move in on that area first, because it was a whole question of our—

**The Vice-Chairman:** Did you have any further remarks, Mr. Laughren? I felt we were going to let you wind up and then Mr. Alexander would reply.

**Hon. Mr. Alexander:** I thought he was finished.

**The Vice-Chairman:** I was not quite sure if you were finished or not.

**Mr. Laughren:** I was getting into the heart of my recommendations. Someone has to have some heart around here.

I am greatly disturbed by what you say. I was not aware of how bad it was until you just spoke. I am serious. You say you want change; you agree there are problems with industrial diseases and then you say as soon as you bring in government, "I back away." What an incredible bias to come to the job with.

**Hon. Mr. Alexander:** Let us not be very naive around here. I know at times you are naive.

**Mr. Laughren:** You make your kind of judgement about me if you like.

**Hon. Mr. Alexander:** No, I think we have to be fair because you said you are very surprised. Surely, you know that we have an act now. Does that act cover the kind of thing you are talking about? Can it be introduced without amendments to the act?

**Mr. Laughren:** No.

**Hon. Mr. Alexander:** In all fairness.

The whole question of sickness and accident insurance, the cover—how many working people have we got here, or how many people have we got? You have brought in consolidated revenue. How can I move when you are talking about consolidated revenue?

**Mr. Laughren:** Do not try and back-pedal away from what you have said.

**Hon. Mr. Alexander:** All right.

**The Vice-Chairman:** Gentlemen, I—

**Mr. Laughren:** I will continue my remarks—

**The Vice-Chairman:** I do not want to unduly stifle debate, but Mr. Laughren, if you would contain your—

**Mr. Laughren:** Yes. I just make the point that it requires the public sector to do something the private sector has neglected to do. There is an enormous gap out there in the provision of health for sickness and accident insurance. I do not think it is incumbent upon the chairman of the Workmen's Compensation Board to bring to his job the kind of bias that says, "If there is government involvement, I am not for it." I can just see—

Interjection.

**Mr. Laughren:** Let me finish.

**Ms. Copps:** Mr. Chairman—

**Mr. Laughren:** Let me finish. Fine, you can leave any time you like.

**Ms. Fish:** I do not want to leave. I happen to be a regular member of the committee and I would appreciate an opportunity to speak as well.

**The Vice-Chairman:** Order, please.

**Mr. Laughren:** If I could be allowed to finish, Mr. Chairman—

**The Vice-Chairman:** Order, please. I would ask members of the committee to allow Mr. Laughren to complete his remarks. I would, with all respect, Mr. Laughren, remind you we only have two days allotted for this and there are a lot of members who would like to speak. But by all means, I would ask you to continue.

**Mr. Laughren:** If the committee had wanted me to end my remarks after speaking for 10 minutes they could have said so before.

I would just say in pursuing that point, because I think it is very serious, that—

**Ms. Copps:** Can I ask for a clarification as to the point that is being made?

**The Vice-Chairman:** Is this a point of order?

**Ms. Copps:** It is a point of order because Mr. Laughren is making a comment about something that Mr. Alexander has said and I think it is being misinterpreted. I would like Mr. Alexander to clarify the comment he made, since we have engaged in the debate—to clarify the comment that was made with respect to when government is involved, as I thought. I am confused as to the actual meaning.

5:40 p.m.

**Hon. Mr. Alexander:** The intent of Mr. Laughren's whole speech here was to bring in a scheme similar to the New Zealand scheme. Am I right on that?

**Mr. Laughren:** Are you asking a question?

**Hon. Mr. Alexander:** You were talking about a universal scheme.

**Mr. Laughren:** Yes, all right. That is not all I talked about.

**Hon. Mr. Alexander:** All I said was the moment you talk about universal schemes—I prefaced my remarks by saying I am glad I am not the minister because I would have to answer that question. Then I said the moment you talk about universal schemes, when you talk about the consolidated revenue aspect of where contributions come from, then I back off because you are asking me to start talking about policy for the government of Ontario to follow and I do not think that is my role.

That is all I am stating. But I also said I am certainly pleased to know that studies are being thrust towards that end in order to come about with a solution, and I mentioned Professor Weiler, who is looking at this particular scheme, and was hoping his report would come out.

I do not know where you thought I was backing away and why you thought I was not concerned or what not. I was facing it in a realistic way.

Yes, I am the chairman, but you know, Mr. Laughren, you at least have to be honest—and I am stating this about myself and not you, because I believe you are; I believe your concerns are real. My concerns are real too. You talk about a universal scheme of sickness and accident, and I said, "Where is the mandate in the particular bill to do such a thing?" You know the act more than I do, I am just glancing at it, but I know when you are getting into policy, I should not tread too heavily other than to say I am interested in what you are saying and I am pleased that those who are responsible, whether it is the provincial and/or the federal government, are at least looking at the type of scheme which you feel is necessary in this day and age. That is why I said I do not think Meredith was thinking about universal schemes back in 1915. I hope that clarifies.

**The Vice-Chairman:** Does that clarify your point of order, Ms. Copps?

**Mr. Laughren:** I am glad the chairman is happy that the public sector is picking up the costs of all these studies and commissions as long as it does not fundamentally alter the structure and the contentedness of the compensation board in the province. If the chairman wants to check Hansard he will see that he said, "When you bring in government, I back away."

**Hon. Mr. Alexander:** That is right.

**Mr. Brandt:** He is not an elected official, is what he is trying to say. How clear do you need it?

**Mr. Laughren:** He is bringing bias to his job and I can see now—



**Mr. Brandt:** He needs a government decision, that is the point he is trying to make. How long do you want to pursue it? It is the minister's decision, it is the government's decision, not the chairman's.

**The Vice-Chairman:** Order, please. Mr. Laughren, please continue.

**Mr. Laughren:** Mr. Chairman, I will leave the dispute there but let it be known I am unhappy with that kind of bias. I can imagine the kind of co-operation that will come from the chairman.

**Hon. Mr. Alexander:** I resent you saying that I am biased, I will tell you that in the first place.

**Mr. Laughren:** You revealed it yourself, I did not lead into it.

**Hon. Mr. Alexander:** If you want to be that narrow minded with respect to what I stated in trying to enlighten you, if I may use that word, and you want to call that bias, so be it, but I know I am not. I am just facing the realities of the particular problem which you brought before this committee.

**Mr. Laughren:** Yes, we have heard a lot about realities lately. I would hope that when the WCB officials, who came so reluctantly to the table when they were invited—I noticed there was no clamouring to get out of the chairs and into the hot seats.

**Hon. Mr. Alexander:** They did not know where they were going to sit; they had to try to get their order.

**Mr. Laughren:** I wonder when Dr. McCracken—this is aside from my whole presentation which was cut short in the interests of time—but if Dr. McCracken could give us some explanation of the role of biofeed at the compensation board. I am fascinated by biofeed. I will not say I have got a passion for it, but there is something about biofeed that makes me nervous, and I hope that when Dr. McCracken has an opportunity he will tell us about biofeed and to what extent it is being used at the board, what the results are and whether or not he sees any problems with using that process with injured workers.

On that note of conciliation and concern—

**Hon. Mr. Alexander:** And love and friendship.

**Mr. Laughren:** Yes—I shall conclude my remarks, Mr. Chairman, thank you.

**The Vice-Chairman:** Thank you, Mr. Laughren. I would direct members to the time. There are two matters of procedure which the committee should consider today before we rise at six o'clock.

I would put it to the committee as to whether they would like Mr. Alexander to start his reply now for a few minutes, then address the two procedural matters and continue again tomorrow at one o'clock. Or would it be preferable for Mr. Alexander to keep all of his remarks in one piece?

**Ms. Fish:** I think, Mr. Chairman, the committee has now stood down on a couple of occasions, the procedural matters you are referring to. I would be interested in hearing the reply of the chairman all at once, rather than having it divided up. I would appreciate it if we could, therefore, proceed to the procedural matters you are suggesting, which I suspect will come close to six o'clock in any event—

**The Vice-Chairman:** The procedural matters should not take that long at all. I am just wondering if you would rather Mr. Alexander spoke for seven or eight minutes and then stopped and started again. Mr. Laughren?

**Mr. Laughren:** That is the point. How long would Mr. Alexander propose to speak?

**Hon. Mr. Alexander:** I think, Mr. Chairman, through you to Mr. Laughren and Ms. Copps, there are several questions that were raised by Ms. Copps and there are several questions that you raised as well. They would call for the attendance of Mr. Wisocky, Mr. Kerr and Dr. McCracken, who would spell it out in full detail. My remarks would be no more than just about what I am saying now, together with a few other general things.

But you have asked for a number of answers and I do not know who would even be first. I know that Ms. Copps is first in terms of her questions. We could have Mr. Kerr get started with respect to several questions that she asked. Then it involves Mr. Wisocky as well, together with Dr. McCracken.

**Ms. Copps:** I am not sure whether we might want to air all the questions at once and then come back.

**The Vice-Chairman:** What I was going to propose to the committee is this. We now have a very few minutes left. We would be sitting tomorrow from one o'clock until two o'clock, at which time we rise for question period and then sit again after question period at 3:30. I wonder, Mr. Alexander, if your reply and that of your staff people might be accommodated tomorrow between one and two. Then after question period we could have other questions from members of the committee, further comments from the critics and any other business the committee would like to consider.



**Hon. Mr. Alexander:** That is satisfactory with us. I think we have a running record of the several points that were raised by Ms. Copps and by Mr. Laughren as well. If that is your choice we would certainly be prepared to come back and deal with the specific questions between one and two. Then of course, there is still room for further questions and statements.

**The Vice-Chairman:** I appreciate that you would like to know when your staff people should be here. Is the committee agreeable to that? Okay.

Very briefly then, in the terms of reference for the committee's examination of this report, it did not say in the House whether or not the committee's consideration of this matter should be transcribed for Hansard. Last year it was transcribed and printed with the House Hansard. Is that the committee's wish that this be done?

Yes? Thank you.

The other matter is simply the consideration of the budget for this committee which was distributed by the clerk to committee members here present yesterday. Do people have a copy of that? No? Perhaps the clerk could distribute it.

The total amount is \$29,744 for such matters as transportation, communication, services, supplies and equipment. In 1980-81 the committee spent \$29,026.23, so we are in the ball park.

Are there any questions on the budget?

**5:50 p.m.**

**Mr. Dean:** Where is it proposed that the committee might be sitting? Just in Toronto?

**The Vice-Chairman:** These are the members' travel costs in the event of the committee sitting when the House is not sitting.

**Mr. Dean:** We will just be here?

**The Vice-Chairman:** Into Queen's Park from your constituencies.

At this point I am not aware of the necessity of this committee sitting through the summer months, but it could well be in the winter and it has to be in the budget now in order to do it when the time comes.

You will note the almost \$1,000 for coffee. I was quite surprised to learn that the committees pay 40 cents a cup for coffee.

**Mr. Van Horne:** It is tentative. We could talk about it until next Friday and it would not matter a damn.

**The Vice-Chairman:** Mr. Van Horne moves that the budget be passed.

Motion agreed to.

**Ms. Copps:** Just for the record, I am not going to be here tomorrow but I will be reading your reply to my questions. It is not because I am not interested, but I will not be here.

**Hon. Mr. Alexander:** We understand, Ms. Copps. We will certainly see that the questions you raised are answered.

The committee adjourned at 5:52 p.m.

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Shymko, Y. R.; Chairman (High Park-Swansea PC)

Van Horne, R. G. (London North L)

#### **From the Workmen's Compensation Board:**

Alexander, Hon. L. M., Chairman

Kerr, W. R., Executive Director, Claims Services Division







Ontario

LEGISLATIVE ASSEMBLY

No. S-10

# Legislature of Ontario Debates

## Official Report (Hansard)

### Standing Committee on Social Development

Annual Report, 1979, Workmen's Compensation Board



**First Session, Thirty-Second Parliament**

Wednesday, June 17, 1981

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Wednesday, June 17, 1981

The committee met at 1:11 p.m. in committee room No. 1.

### ANNUAL REPORT, 1979, WORKMEN'S COMPENSATION BOARD (concluded)

**Mr. Chairman:** I call the committee to order. I believe that we were in the middle of questioning.

**Ms. Fish:** Mr. Chairman, we stood ourselves down at the point when Mr. Alexander and some of his staff were going to respond to questions that had been raised by opposition critics.

**Mr. Chairman:** Were you in the middle of a response, Mr. Alexander?

**Hon. Mr. Alexander:** We had not reached that stage.

**Mr. Chairman:** We will proceed with your response.

**Hon. Mr. Alexander:** Mr. Chairman, Ms. Copps led off with her statement in which she indicated her concern on a number of issues. My colleagues, particularly Mr. Bill Kerr, executive director of claims, is interested in many of them, as is Mr. John Wisocky, the executive director of rehabilitation. The specifics she is looking for will be handled by them. However, I want to refer to a couple of matters Ms. Copps raised, particularly with regard to the Ombudsman.

The first issue raised by Ms. Copps had to do with the board's relationships with the Ombudsman's office, particularly with the problems relating to the interpretation of section 42(1) of the Workmen's Compensation Act. According to the process outlined there, when we received the Ombudsman's recommendation in the cases she mentioned, we referred the matter to our legal branch for interpretation.

In its 66 years of operation the board has never been found to be ultra vires of its authority under the act, or in a position of being found guilty of a denial of natural justice. You can rest assured that as long as I am here—and my colleagues feel the same way—we will not be found ultra vires of our authority and it will be our intention to see there is never a denial of

natural justice. We shall certainly try our best in both respects.

When our legal branch expressed the opinion that we did not have the statutory authority to carry out the Ombudsman's recommendation, we referred the matter for an outside legal opinion to Mr. J. J. Robinette, who had previously been requested to determine our authority under section 42(5) of the act. His opinion confirmed the opinion of our own legal branch and it was subsequently strongly supported by an opinion from the Attorney General's office. What I am trying to indicate for the benefit of the committee is that there was no "shopping around" as has been stated by some members in the House. I won't mention any names.

**Mr. McClellan:** He is not the courts, for goodness' sakes.

**Mr. Chairman:** Order, please.

**Hon. Mr. Alexander:** May I continue, sir?

**Mr. McClellan:** We will be coming back to this.

**Hon. Mr. Alexander:** One of Paul Weiler's recommendations for change—that is, the wage loss concept—would specifically give the board authority to do what has been requested in these cases; to recognize additional earning loss. We will naturally be very pleased to make this type of award when we have the statutory authority to do so.

By statute, the board has the final authority to make a decision on any compensation matter. I am sure the Ombudsman understands our dilemma and is not offended in any way by it. I would like to reiterate that our relationships with the Ombudsman are excellent.

I refer again to page 21 wherein I indicated, by quotes, what the Ombudsman felt in terms of the relationship with the board. I stand by that still. I do not know whether Ms. Copps is questioning that relationship, but all I know is what has been stated, and I will say it again: it is one of mutual appreciation and respect. As I have indicated, we will disagree at times, but nevertheless the respect is still there.

There were, of course, other issues that do cause some concern. Ms. Copps is interested in a number of people who are in claims. She has



talked about 1,000; I do not think there are 1,000, but she raised several questions regarding computerized claims, uncomplicated claims and the percentages involved, and she wanted to know something about the ceilings on investments and how well we were doing in that regard.

I think I would ask Mr. William Kerr, who took extensive notes during her questions, to become involved at this time, but I did want to put something on record vis-à-vis the Ombudsman and section 42(1).

**Mr. McClellan:** We can come back to that.

**Hon. Mr. Alexander:** Certainly, sir, at any time.

**Mr. W. R. Kerr:** Mr. Chairman, I made notes of Ms. Copps' comments concerning items that fall within the purview of the claims services division and I will try to answer them in the sequence in which she presented them during her presentation.

One of the points she brought up was the reason for the increase in the number of local claims investigations completed by a field claims investigator in 1979 over the previous year, 1978. I hope I am not reading into it too deeply, but I think she felt there was perhaps something untoward about that, whereas it is actually the other way around.

It is a good situation to have more claims investigated locally, and I will explain why. The number of claims we have had locally investigated by our field claims investigators has increased substantially throughout the years. In 1977 we investigated 8,539; in 1978 it increased to 10,276; in 1979 it went up to 11,935; and in a more current statistic, for 1980, 12,671 claims were sent out for investigation by a field investigator.

I think Ms. Copps will be happy to read in Hansard that the reason for having a claim investigated locally is to try to obtain as much information as possible to allow the claims adjudicator to accept that the claim comes within the terms of the Workmen's Compensation Act. It is not an investigation to reject a claim. It is an investigation to get all the facts for referral to the claims adjudicator, who makes the decision. The claims investigator does not make the decision.

We recognized some years ago, around 1976-77, that we had too many claims that were taking an undue length of time to adjudicate. We will come to this in a little more detail in a few moments. We tried to decide how to reduce the

length of time required in these complicated cases. The uncomplicated cases go through fairly quickly; the complicated cases require more time.

The usual approach in the initial stage is to try to obtain information by correspondence. If a claims adjudicator saw that it was becoming difficult to obtain the information on which to make a decision on a claim, we felt it should be referred to a field investigator at an earlier time, to obtain the details. This is why the number of referrals has gone up throughout the years.

Last year, 1980, about 8.5 per cent of all compensable compensation claims were sent out, so that information could be obtained by a field investigator. In the year before, 1979, about seven per cent of all compensable compensation claims were investigated in this manner.

Of course, we have more industrial disease claims today which require investigation and this accounts for a slight increase. This has been a positive approach on our part, as one of our methods of trying to adjudicate these more complicated claims as quickly as possible.

I suppose this brings us to the percentage of claims that are not accepted as coming under the Workmen's Compensation Act. If one takes a look at all the claims reported to the board in 1979, which was our last report tabled, 7.7 per cent were not accepted. Using a more current statistic, in 1980, 6.4 per cent could not be allowed. The number not accepted decreased from 35,562 in 1979 to 28,332 in 1980. This is a reduction of approximately 7,000.

If we take a look at the total claims not allowed in 1980—that is the 28,332—we find that 23,659 should not have been reported to the board. We are not unhappy that they were reported to the board. That is why we are there. If there is any doubt in anyone's mind, we say, "Report the situation to us; report the accident."

This leaves 4,673 claims where the employee had a right to claim compensation, but such claims could not be accepted as coming under the Workmen's Compensation Act. In other words, considering the claims in which there was a right to make a claim for entitlement under the act and that right was exercised, only 1.1 per cent—that is the 4,673—were not allowed. The corresponding figure in 1979 was 1.3 per cent.

Of the investigations going on in the province, we have 54 claims investigators working out of head office, working out of our nine area and

information offices and our two regional offices. They are spread around so they do not have to travel from Toronto to go all over the province.

On this subject—Ms. Copps did not ask for this, but I think it would be interesting to the committee to know about it—of the between 10,000 and 11,000 recommended adverse decisions that were confirmed by the claims review branch, some of them were appealed and went into the appeal system. Of the number that went into the appeal system, 1,424 decisions confirmed by the claims review branch were changed in whole or in part.

Not always does the appeal body grant the entire request on behalf of the injured worker. Sometimes the injured worker gets part of what is requested. So, we have 2,424 negative decisions made by the claim services division that were reversed in whole or in part by the appeal system. If you take that 1,424—and I have not calculated this—and express that as a percentage of, say, 11,000 adverse decisions made, that comes to about 10 per cent. My mathematics is not that good without my calculator, but I think about 10 per cent of all the negative decisions were reversed in whole or in part by the appeal body.

I think I have covered that item Ms. Copps had requested concerning the reasons for the increase in the number of local investigations.

**Mr. Chairman:** Thank you, Mr. Kerr. It is unfortunate Ms. Copps is not here to note this information. I am sure she will read it in the Hansard report.

Will you be proceeding now, Mr. Alexander? A supplementary—two supplementaries. Mr. McClellan followed by Mr. Sweeney.

**Mr. McClellan:** I do not want to drag this out—and I have to confess I was working on some other material when you started—but you said that 10 per cent of the total number of adverse claims decisions are overturned on appeal?

1:20 p.m.

**Mr. W. R. Kerr:** Ten per cent in the claims review branch, as you will recall.

**Mr. McClellan:** This is claims review.

**Mr. W. R. Kerr:** Claims review. I am only talking about decisions made by the claims services division.

**Mr. McClellan:** What per cent of adverse claims review decisions are taken to appeal?

**Mr. W. R. Kerr:** I do not have that figure with me. That will come from the appeals people. They keep the records on that.

**Mr. McClellan:** Perhaps that could be provided. The reason I am asking is that I had expressed some surprise at the figure cited on page 20 of Mr. Alexander's opening statement, when he said, "The number of appeals granted in 1980 increased at the appeals adjudicator level to 53 per cent and at the appeal board level to 41 per cent."

I said, "That is astounding." I said that because it would appear on face value that 53 per cent of adverse claims decisions are being overturned on appeal at the adjudication level. Then you would have to fold in another 41 per cent at the appeal board level, so you are getting an incredibly high number of reverse decisions taking place at the appeal level, if I have understood the chairman's statement correctly.

What we are seeing is a high degree of repudiation of claims decisions at the appeal level. We do not know how many claims decisions are actually being taken to appeal, but the advice to an injured worker is obviously that if you have been turned down by claims for God's sake appeal, because your chances are two to one you will win.

**Mr. W. R. Kerr:** May I comment on that, please, sir?

**Mr. McClellan:** Yes.

**Mr. W. R. Kerr:** Subject to confirmation by someone speaking on behalf of the appeal system division, because they are the people who keep those records, I think that about 3,000 of our claims services division decisions were sent to the appeal system.

**Mr. McClellan:** Three thousand adverse decisions.

**Mr. W. R. Kerr:** Approximately 3,000 adverse decisions were appealed through the appeal system. The figure I gave you was 1,424 decisions were reversed in whole or in part.

**Mr. McClellan:** Right.

**Mr. W. R. Kerr:** I can restudy these to see whether or not we are off the beam or on the beam, because our objective is to try and make the best decision at the lowest level—to not put the man through the wringer, as the expression goes. Therefore the director of the claims review branch takes a look at these cases, after they have been reversed or partially reversed by the higher body, to see if there is anything we can learn from it. Twenty-five per cent of these reversals are due to the appeals adjudicator giving the benefit of doubt, or considering the employee to be a credible witness following a hearing.

They have the advantage of a hearing, which is part of the appeal system. In the claims review branch, we do not hold hearings, neither would it be proper for us to do that. That is part of the appeal system. So, at least 25 per cent of them are in the area where, because of the man's presentation or what takes place at the live hearing, the adjudicator, that body, decides it will accept this and extend benefit of a doubt or consider the employee to be a credible witness. We think that is important.

Let us remember that not just the denial of a claim is appealable. The appeal body deals with many things—the entitlement for continuing compensation, the quantum for permanent disabilities—other than just the disallowance of the claim in the initial stages. So, the next area deals with a higher level of medical opinion obtained, which enables the appeal body to make a different decision. Those are the two major categories.

**Mr. McClellan:** What is the percentage of the second category?

**Mr. W. R. Kerr:** About 39 per cent.

**Mr. McClellan:** I do not want to belabour this point. I think that is really interesting information, both for the ministry and the chairman—and for you, yourself. Our experience is anecdotal and tends to be based on a sample of the worst cases.

My own experience is that in the last little while we have been getting relatively better service out of the appeals system than out of the claims system. Some of the problems within the appeals system have been ameliorated—if I can use that word—but there are still serious problems within the claims system. That statistic confirms my own kind of anecdotal sense about what is going on administratively, which is why I responded to it.

You are getting better decisions out of appeals but you are still getting bad decisions in claims.

**Mr. W. R. Kerr:** I put this forth. You are entitled to hear the good and the bad news, as you determine whether it is good or bad.

**Mr. McClellan:** I am just trying to share with you my own experience and to try to make sense out of the material you are giving me. Those are the conclusions I draw for whatever purposes the minister, the chairman and the staff wish to use them.

**Mr. W. R. Kerr:** I appreciate your conclusions. Of course, we, too, are always interested in trying to improve these things. I suppose the

area of concern to us is when you do not have a hearing at our level—and I am not suggesting we should; that is something one must consider in an appeal system. But when the workman does appeal and he has a chance to sit down at a hearing with his representative, this is certainly to his advantage and gives the people who are hearing the case an opportunity to make a more senior decision.

**Mr. Laughren:** Maybe he hasn't had a chance to sit down to that—

**Mr. McClellan:** That is right. That is precisely right.

**Mr. Laughren:** That is the problem. Excuse me, Mr. Chairman.

**Mr. Chairman:** Thank you. Supplementary, Mr. Sweeney.

**Mr. Sweeney:** The figure of 4,673 was used to indicate those workers who filed what you called a justifiable claim, but nevertheless had it rejected. Is there a common element there? You selected a particular group and I am wondering if—

**Mr. W. R. Kerr:** I would be happy to elaborate on that.

**Mr. Sweeney:** I do not need a complete breakdown, but is there anything common to those?

**Mr. W. R. Kerr:** I do not completely understand what you are after. Perhaps I could explain what we mean by a claim where a person has the right to claim compensation and exercises that right. We have a lot of claims that are put in where the business of the employer is not under the act. There is therefore really no right to claim compensation because the employer is not under the act.

**Mr. Sweeney:** That was your previous category.

**Mr. W. R. Kerr:** That is right. The category of those who have an entitlement, or have a right to claim under the act and who exercise that right are the ones where the rejections are 1.1 per cent.

I am not quite sure if I understand what your question is about a common—

**Mr. Sweeney:** Is there any common reason why this particular group is rejected?

**Mr. W. R. Kerr:** We have a breakdown.

**Mr. Sweeney:** Are they 4,673 different situations and different reasons for rejection? Or is there some common reason running through these?



**Mr. W. R. Kerr:** I do not have it with me today but I would be happy to provide you with the breakdown of the reasons for those rejections.

**Mr. Sweeney:** Nothing comes to your mind as being a common element?

**Mr. W. R. Kerr:** Some of the disability does not arise out of employment; the disability is not the result of an accident arising out of and during the course of employment. That is one of the big ones, but there are probably about two or three categories. I would be very happy to provide you with that information.

**Mr. Sweeney:** Maybe I am misunderstanding your terminology. When you said they had a right to claim, am I to understand that to mean that they are employed by a company, or whatever that is covered by Workmen's Compensation?

**Mr. W. R. Kerr:** That is right.

**Mr. Sweeney:** In that sense, they have a right to claim, not necessarily because the accident itself gave them the right to claim. I am having difficulty understanding your terminology. That is why I raised the question.

**Mr. W. R. Kerr:** All right. First of all, the act provides that an injured person is entitled to compensation and other benefits for personal injury as a result of an accident which occurs during the course of and arises out of employment.

**Mr. Sweeney:** Right.

**Mr. W. R. Kerr:** Also the employer is under the act, and the individual is an employee or a worker under the Workmen's Compensation Act. Anyone in that category, of course, has a right to claim compensation and exercises it.

Some of the categories for rejection are, for example, that someone says, "I was hurt at work." The reports come in from the employer and the employee and there is no history of accident given. Therefore, we are unable to relate the disability to a work situation. Unless we can establish that the personal injury is the result of an accident occurring during the course of employment and arising out of employment, that individual is not entitled to compensation.

1:30 p.m.

**Mr. Sweeney:** But I would have thought in that case it would be rejected right away because they would have no right to complain.

**Mr. W. R. Kerr:** Oh, they have a right. They may think there was an accident in the course of employment and this is where we have to be

very careful. We tell employers that if an injured person or an employee says, "I was hurt doing so and so," the employer must report that to us.

That man has every right to claim because he thinks he was injured at work. He meets the qualifications; he is an employee, his employers are under the act and he thinks he was injured at work. That is quite legitimate.

**Mr. Sweeney:** I took your expression to mean something different, that is why the question came up.

**Mr. W. R. Kerr:** I am sorry, I took a little while to get on the same wavelength.

**Ms. Fish:** I just want to go back to some of the questioning on the figures that Mr. McClellan had pursued a little bit, to be certain I understood.

Did you say 25 per cent of the appeals that reversed a decision came from the hearing—you made reference to that—and some 39 per cent from additional expert medical advice? At which level does that come in, at the adjudicator level or the appeal board, or were you abrogating them both?

**Mr. W. R. Kerr:** I am just talking about the appeals adjudicator level.

**Ms. Fish:** That was just at the appeals adjudicator level that 25 per cent and that 39 per cent that you were talking about? Okay.

**Mr. Chairman:** If there are no further supplementaries to be addressed to Mr. Kerr, would you proceed, Mr. Alexander?

**Hon. Mr. Alexander:** Another area of concern raised by Ms. Copps had to deal with rehabilitation about which she had very serious comments to make. She also referred to Costi, and we have with us Mr. John Wisocky, who is the executive director of rehabilitation, and we can now pursue the questions she had in that regard.

**Mr. Wisocky:** Ms. Copps touched upon about four different major areas and I thought I would address each area separately. As the chairman mentioned, one of the areas was Costi, but I did not get the context under which she referred to Costi in the sense of the use of such a facility in a community, or the fact that they have the language facility which is different from other workshops.

In other words, Costi primarily is geared for Italian-speaking injured workers, and we do use the facilities fairly extensively to assess injured workers in terms of their capabilities, et cetera, as well as for work adjustment and some training.

**Mr. Sweeney:** Mr. Chairman, may I intervene? Ms. Copps' concern was that it was great to live in an area where you have a facility like Costi, but what happens to those injured workers in other parts of the province who do not have access to such a facility? That was her point.

**Mr. Wisocky:** Thank you, Mr. Sweeney, for clarifying it. There are about 150 workshops throughout Ontario. Most of them are geared for the mentally retarded, but certainly we use a lot of facilities and other private agencies for assessment of injured workers. Costi has specialized in one direction, no question about it.

In terms of testing facilities, we use any agency which we feel will do a good job for the injured worker. It might be appropriate at this time to mention that as part of the International Year of Disabled Persons, we are also looking at the whole concept of workshops, something like a WCB work adjustment and evaluation centre.

We have recognized, through experience, that while there are many good facilities in the community, a lot of them are not really tailored to the particular needs of injured workers. We also feel a considerable amount of research has to be done if we are ever to get to the bottom of trying to find out the best techniques and methods in terms of assisting injured workers.

So that is one of our projects for the International Year of Disabled Persons. We have come a long way and hope this report will be available for discussion within the board very shortly. In the meantime, we are using all facilities in the community to assess injured workers.

**Mr. McClellan:** Let us hope that the board moves on that proposal this year.

**Mr. Wisocky:** May I move on to the other questions? The other area that Ms. Copps touched on is the number of handicapped persons hired at the WCB. While this goes beyond my particular sphere of jurisdiction, I want to mention some of the efforts that vocational rehabilitation has taken in this regard. We do feel that the board has been a good employer in terms of hiring the handicapped.

As some of you will know, our employment services program was formalized in 1979. One of our first initiatives was to work with our human resources division to identify positions that could be filled by injured workers. Steady progress has been made and I can quote some of the statistics.

In 1979—this was referred to by our chairman—21 handicapped persons were hired

at the board and 17 through the vocational rehabilitation program. In 1980, 11 were hired and there were seven through rehab. In 1981 to date, which is the end of April, we have hired six at the Workmen's Compensation Board. So there is a definite trend. Overall there are a fair number of handicapped or disabled people working at the board.

I mention for your information that about 25 per cent of all our rehabilitation counsellors are former injured workers, so they are very conscious of the fact that we look for people who could qualify not only as counsellors, but to work in the board. They are aware of the types of jobs that may become available from time to time.

Ms. Copps also referred to the 17 per cent increase in referrals to social workers and her fear that this was a trend in terms of rehabilitating workers. I assure her that it is not. Our social workers are not synonymous with social welfare; they are specialists in the board to be consulted by our counsellors and others.

We find there are a certain number of complex cases that require the assistance or intervention of social workers, whether it be for marital counselling or counselling in terms of psychological overlays. There are some cases involving people with suicidal tendencies and so forth, and these people are assisted by our social workers.

The increase in referrals to our social workers is pretty well proportionate to the general increase in all referrals to the vocational rehabilitation division. There should be no fear that their objective is different. They are doing a good job.

The other area referred to was statistical in nature. It is not the first time it has been raised in this committee, and I guess the time has finally come to try to get away from providing historical data which continues from year to year and get to the basic statistics this committee is interested in. I am referring specifically to the figure of 30,000 activities in the annual report. That is a cumulative statistic, in the sense that it is the addition of all types of referrals—vocational rehabilitation, social work, field referrals, jobs found, et cetera.

Possibly from now on we shall simply concentrate on the bread and butter issues—the number of people who require assistance in terms of job placement, the number of jobs we find and utilize and the number of people we rehabilitate back into employment. Those are really the key statistics this committee seems to be looking for.

**Mr. Gillies:** It was on this point that I was going to ask you for some clarification. I think Ms. Copps mentioned it yesterday.

On page 14 of his opening statement, Mr. Alexander says, "In 1979 we were successful in finding 2,868 job opportunities for rehabilitated workers, and in placing 859 of them in new jobs." I am not sure what that means. Could you explain it for me?

**1:40 p.m.**

**Mr. Wisocky:** That is a good question. I was just coming to it. I had intended to give you a breakdown. Let's talk about the jobs found and so forth.

Through our employment services program, which is only one segment of the overall location and relocation services, we found over 2,800 new jobs and we took 859 of these for placement of injured workers. In addition many other jobs were found and our counsellors worked with accident employers, so in fact, if you look at the year 1979, a total of 2,911 people were rehabilitated as employed. Of the 2,911, 859 came through this employment services program. Perhaps that eliminates the confusion.

**Mr. Gillies:** So you are saying that 2,911 went through the rehabilitation program in 1979?

**Mr. Wisocky:** I said 2,911 were placed as rehabilitated employees through the efforts of our rehabilitation division.

**Mr. Gillies:** They were placed?

**Mr. Wisocky:** Yes.

**Mr. Gillies:** But you specifically opened up 859 positions?

**Mr. Wisocky:** That is the number of positions which were filled through the jobs found by the employment services section, which is one component of the overall program.

**Mr. Gillies:** So in fact you placed 2,911, not just 859?

**Mr. Wisocky:** Precisely. I can give you similar figures for 1980 and 1981.

For instance, in 1981 to date, because of many revised work methods and new techniques we have already placed, as employed, 1,966 people. This shows that we are benefiting from many of the things we have introduced and from the extensive training we have given our staff—as well as the increasing co-operation of industry, which is a very important point.

**Mr. McClellan:** How many jobs have you found in 1981, Mr. Wisocky?

**Mr. Wisocky:** To the end of May, 1,585 jobs have been found through the employment

services program I am talking about. But, as I said, 1,966 encompasses all our counsellors and includes employment services.

One of our major thrusts is to work with the accident employer to get people back with the accident employer, because there are definite advantages in getting a person back with a firm where a person is familiar with the work methods, the people and so forth. I feel that the overall efforts in the International Year of Disabled Persons are of benefit to us. People are more conscious of the needs.

**Mr. McClellan:** What is the breakdown in that 1,966 figure between new jobs and old jobs; old jobs being the accident employer?

**Mr. Wisocky:** I would have to look that up, but 456 were placed in new jobs through the employment services portion. The rest were via counsellors with accident employers. I can get that if it is important.

**Mr. McClellan:** If you could. That kind of material is usefully presented in the annual report for future reference.

**Mr. Gillies:** To follow Mr. McClellan's comment, I am glad we got that on the record. It is encouraging to hear that 2,911 were placed by WCB. It is not that clear in the opening statement that 859 were placed under one particular program. That is very encouraging.

**Mr. Wisocky:** We placed 1,047 in employment through our field services, Mr. McClellan, but I do not have the breakdown into accident employer or new employer. I can get that if you like.

**Mr. Sweeney:** While you are still on that, help me to distinguish, once again, this figure of 2,868 compared to 859. What happened to the difference between those two?

**Mr. Wisocky:** I guess the difference is the jobs that disappeared.

**Mr. Sweeney:** But you located jobs in which you could have placed people, but for some reason or other you did not do that.

**Mr. Wisocky:** That is right.

**Mr. Sweeney:** There are all kinds of injured workers out there looking for work. How can you have all those open jobs without putting people in them?

**Mr. Wisocky:** That is a good point. There are several reasons for it.

Number one, up to the beginning of June 1981 we had one group of specialized staff locating



job opportunities which were considered suitable for the placement of injured workers, based on past trends and so forth.

**Mr. Gillies:** I am sorry, is this what you have referred to as the employment services division?

**Mr. Wisocky:** Yes. They found the 2,868 jobs you referred to. In the meantime our counsellors have identified the types of jobs that the clientele required at their hearing. There is no guarantee that a job found will fit the particular client.

**Mr. Sweeney:** Or match.

**Mr. Wisocky:** That is true. Also the other thing we wanted to do was to be able to offer more than one opportunity to a particular client, and I will get to that point because it was raised by Mr. Laughren in a different context yesterday.

As of June 1 of this year—or possibly June 8, I forget the date—through the new computer program our chairman referred to we are getting a closer match between the jobs we have and the requirements of injured workers, so the utilization rate should go up. In other words, our employment specialists will be in a better position to know precisely the types of jobs that must be found for clients who are job ready, so the utilization rate should increase. But at no stage will we ever get to the situation where the number of jobs found will equal the number of jobs filled.

**Mr. Sweeney:** Would it be fair to say that the majority of job openings which are found but not filled require a higher degree of mobility or activity than any of your injured workers could fulfill? Is that the reason?

**Mr. Wisocky:** It could be one of many reasons. One thing we do not do is refuse to accept a job opportunity that an employer may offer to us. Our only restriction is we do not want jobs where lifting of over 50 pounds is required, let us say, but we will take any job opportunity that an employer will offer us, in the hope that maybe we have a client who can be placed in that job. In the meantime an employer may have a dire need to fill a job as quickly as possible and we may not have a client, so someone takes the job and so on. There are many reasons.

**Mr. Gillies:** If I may, how far do you go with the worker? You match him up with what you see as a good fit in terms of employment and if he does not particularly want that one, do you go to bat again and again? How far does this partnership go before you feel it falls out of your mandate?

**Mr. Wisocky:** First of all, I think the premise is that you develop a sound overall relocation plan. In other words, through proper testing and assessment and counselling and information gathering the client and a counsellor come up with a mutual relocation plan and the client says, "Yes, I am interested in this area and this type of work." So by the time we find a job opportunity, the chances of a client saying that is not suitable are remote, in some respects.

Besides that, in order for a client to satisfy himself or herself as to whether a job is suitable, we have this assessment period with an employer where a client actually goes to the job for a period of time, usually around four weeks, and the client has the opportunity to determine whether it is the type of work he or she wants to do. By the same token, the company has the opportunity to assess whether this is the type of person they want to hire, so it is a two-way street.

There are some cases—and I do not have any figures—where things do not work out and then we go back to the drawing board, but we have learned something from that experience. Sooner or later down the road there are a select few for whom, for some reason that can be specified, things do not work out. This is where some pretty frank counselling comes about. We talk to the person and say, "What would you like us to do?"

Those are the select few. Usually we can work out a fairly good plan and the injured worker's part of the planning process works out.

**Mr. Gillies:** Does this job opportunity usually or sometimes follow a period of retraining? I know you have community college programs.

1:50 p.m.

**Mr. Wisocky:** Yes, it can follow a community college program as you say, but we find that usually a program is an assessment period with an employer followed by a training-on-the-job situation, where there is a cost sharing agreement between the company and the board. The company pays a certain portion and we pay the rest, and that is gradually upgraded to where eventually the company will pay the full wage.

We have found through experience that more and more firms are quite satisfied with the clients we refer and they hire the people after the assessment period only, so there is need for this training-on-the-job agreement. That is very encouraging. That is not simply because we are doing a good job, it is the overall awareness in society about the needs of the handicapped and to try to assist them in any way possible.

I think I have covered most of the questions, Mr. Chairman. There are other questions that Mr. Laughren raised, but I do not know at what point we should answer those.

**Mr. Chairman:** Thank you, Mr. Wisocky.

**Hon. Mr. Alexander:** We have had Mr. Kerr speak, but I think he just more or less scratched the surface regarding the several questions asked by Ms. Copps and I would like to see that her questions are answered. Perhaps we could return to Mr. Kerr at this time.

**Mr. W. R. Kerr:** Thank you, Mr. Chairman. I think Ms. Copps brought up two or three other things that, if I may, I would like to cover for her. She was interested in the interpreting services provided by the board; the bilingual and multilingual staff. Since Ms. Copps comes from Hamilton, I would perhaps first deal with the Hamilton office.

Our claims information counselling services branch in the claims services division is responsible for the operation of the area offices. In the Hamilton area offices we have 35 claims staff, plus other staff people for other services. Of the 35, 10 speak various languages, such as Italian, Spanish, French, Serbian, Lithuanian, Greek and Macedonian. So, in the Hamilton office, from the claims point of view about 30 per cent of our staff are bilingual or multilingual. In some instances, there is one person who speaks Italian, Spanish and French, which is a pretty good combination.

Staying with the Hamilton office, in the area of vocational rehabilitation there are three counsellors of whom I am aware—and perhaps others I am not aware of—who speak German, French and Yugoslavian.

Moving from the area office in which Ms. Copps is particularly interested, we go into other area offices. In the Kitchener office we have people who speak German, Portuguese and Dutch; in Windsor, Italian, French and Hungarian; in Ottawa, five people speak French; in North Bay, four people speak French and one speaks Spanish; in Timmins, two persons speak French; in St. Catharines, one person speaks Italian, one speaks French; and in London, four people speak French. I would like to come to Sudbury in a moment, if I may.

Going from there to head office, most of the people who come to head office are greeted by our claims inquiry counselling section on the seventh floor. Out of the 27 claims counsellors and people who greet those who come in to inquire about compensation, 18 speak various

languages. Ten speak Italian, three speak French, one speaks Spanish, two speak Portuguese, one speaks Polish and one speaks Greek. I mention this because that is the section where they come in, off the street, without appointments, to inquire about various matters.

Mr. Stewart, who is director of the claims information and counselling services branch, is also responsible for providing interpretation services for other parts of head office, such as the medical advisers and the claims pensions advisers. He has a list of people who are available for that purpose.

Ms. Copps wanted to know how many of the people in the claims services division speak various languages. The total staff is 765, and of that staff 320 people can speak more than one language.

Does that bell mean I have to stop for the moment, sir?

**Mr. Chairman:** I am afraid so. The meeting will adjourn and we will be back here at approximately 3:30 p.m. We will continue with your reply when we reconvene.

The committee recessed at 1:55 p.m. and resumed at 3:38 p.m.

On resumption:

**Mr. Chairman:** I call the meeting to order.

**Mr. McClellan:** I wonder if I might make a suggestion to the committee on the minister's severance pay bill that is on this afternoon. The minister will be required to be in the House this afternoon. I wonder, since he can only be with us for a relatively short period of time, if we could postpone these responses, rather than take up the minister's time with us, to raise some concerns that clearly have to do with policy, which we should raise with the minister present, rather than put the staff in an untenable position.

**Mr. Chairman:** As indicated earlier, there is an order of speakers. I believe that for the same reason Mr. Martel will not have much time for the committee. He has asked if Mr. Alexander—who has been most co-operative and I would imagine he would agree—would allow him an opportunity to speak. I apologize to Mr. Kerr for interrupting him in his answers to questions so that Mr. Martel may ask a few questions.

**Mr. McClellan:** I also have a limited number of points I would like to bring to the minister's attention.

**Mr. Chairman:** We will start with Mr. Martel and then we will see.

**Mr. Haggerty:** If you are going to move in that direction you might as well adjourn the committee, because all of us should be in the House to speak on that particular bill. Many of us intend to speak.

**Mr. Chairman:** I have taken the request and I have spoken to Mr. Alexander. Mr. Martel, we will accommodate you by allowing you approximately 10 minutes.

**Mr. Martel:** I will not be that long. I have three concerns. One of them came as a result of an exchange I had with a friend of mine who worked for the board in Sudbury during the Christmas break. In our discussions about people who had psychological problems, I discovered that the claims adjudicators determine whether to make the referral to the medical consultant for an assessment of psychological problems. I had never realized that before.

In my discussions with this young woman—

**Hon. Mr. Elgie:** You are narrowing it down, aren't you?

**Mr. Martel:** I won't narrow it down enough so that anyone can trace it, I can assure you.

In our discussions, this woman made the statement that many of these people are just malingerers. That is not in character for this young woman. She is a gentle person and would give the shirt off her back to an injured worker. She simply did not understand all of the implications. In my opinion, she did not understand how to recognize when something becomes psychological.

I wrote the board for some material and I explained my concerns at length in a letter to the chairman. You have people with grade 11 or 12 education—and I am not belittling their education in any sense—who are being requested to perceive if someone is having a psychological problem. I think that is asking a lot of someone who has not had some intensive training.

The material which was forwarded to me to describe how these problems show themselves referred to only six points. I am really bothered. I had never realized, in all the years I have been here, that this could be part of our problem in cases that get away from us and become long-term problems. I think somewhere in this it says there are 1,500 such cases a year. Part of the problem may lie there.

I do not know how you overcome the problem. I know that you have some in-service training, but I know that this young woman had undergone training and still came away with the

notion that the workers were malingerers. It is not her nature at all; it is simply because she and other claims adjudicators do not understand those problems. This is only one case, but I had never thought that part of our problem could lie in asking claims adjudicators to make those assessments when they are not sufficiently prepared to do so and do not understand the problems.

I do not know how you can overcome this problem, but I think the procedure has to be reviewed. The six points I see really do not tell young people moving into this type of work enough for them to determine whether someone should be referred for a psychological assessment or not. I raise that. I might be wrong, but I do not think I am.

**Hon. Mr. Alexander:** I recall the occasion, Mr. Martel. I appreciated the comments you made in terms of whether this young person would have the expertise or the training. Then the letter went back with the information, whether it was acceptable or not.

We will certainly look at that again, but I was left with the impression, sir, that the expertise we had gathered in this regard was sufficient to meet the exigencies of the situation. As you have said, perhaps it is not, so we should look at it again.

**3:40 p.m.**

As you indicated, if the people who are involved with this sort of assessment come to certain conclusions—and I do not want to linger on the reference to malingering—I shall be happy to look at the matter further to see if there any improvement can be made with respect to the type of people who have to make this kind of judgement.

I thank you for having brought the matter to my attention and for raising it now. Perhaps one of my colleagues may wish to add something.

**Mr. W. R. Kerr:** I would like to make one comment, Mr. Chairman. I am familiar with the material that was sent to Mr. Martel and, with due respect, there are many more than just six points that are given as guides to the claims adjudicators. I would be very happy to meet with Mr. Martel and anyone else who is interested to sit down and have a chat. We are always interested in improvement.

The usual procedure, which is set out in all this material, is for a claims adjudicator to review the material that comes in from many sources. The purpose is to look for symptoms or signs identified by the medical branch, in just



the same way as we review any other claim for disabilities which are becoming prolonged and may be considered worthy of referral to the medical branch for consultation with specialists and for appropriate action.

The claims adjudicators are really screening the claims as they come in to see whether or not they fall into the guidelines provided by the expert medical people on the staff for determining whether or not they should be referred for whatever action the medical branch decides. I repeat, I would be delighted to meet with Mr. Martel for an exchange of views so that we could make any necessary improvements in what we are doing.

**Hon. Mr. Elgie:** Is it the appeals adjudicator who makes that decision?

**Mr. W. R. Kerr:** The claims adjudicator in the claims services division.

**Hon. Mr. Elgie:** Could a claims adjudicator know whether a reflex sympathetic dystrophy or a neuralgic pain was psychological or organic? Would they be equipped to make those determinations?

**Dr. McCracken:** In 1974-75 a special committee was set up, composed of senior claims personnel, senior medical personnel and senior rehabilitation personnel. We carried out a review of approximately 30 long-term complicated cases, where there was very definite, well proven psychogenic disease. Some had even developed psychiatric disabilities of some real significance.

In analysing these cases, we went through the files to see if they could have been identified at a much earlier date by studying the doctors' progress reports as they came in and, in some instances, consultation reports. It is the claims adjudicators, not the medical staff, who usually look at those.

There is no question that we were able to identify quite a number of factors. Indeed, we felt that if these indicators had been in place as guidelines for the claims adjudication staff, those cases could have been identified early on in the development of the condition and possibly something could have been done for those unfortunate workers.

There were all sorts of indicators on the doctors' progress reports; for example, "return to work" or "undetermined." We found it was significant when a whole series of progress reports bore the comment, "undetermined." Or we discovered that for a fracture of a tibia a person was on long-term Valium or some other

mood ameliorating type of drug. This also was a very clear indicator that something was wrong, even though the doctor had not at that point supplied a diagnosis that there was psychogenic disease.

We identified a whole series of indicators which we refined in developing the terms of reference for identifying the early psychogenic or psychotraumatic cases. It was our intention to have such cases considered for admission to the psychological and social evaluation module of our hospital early enough to make a diagnosis, decide what should be done and try to keep them from progressing into these terrible, irreversible types of psychotraumatic disability.

That, too, was fed to the claims people and was incorporated into their guidelines to be used by the claims adjudication staff.

We developed further guidelines from an ongoing review of intermediate cases which were coming before the surgical consultant staff and, more recently, before our psychiatric consultant, to determine whether these people should be considered for a lump-sum award for a psychogenic disability as part of the treatment program to overcome the psychotraumatic factor. As we developed these indicators, they also were incorporated into the material used by the claims adjudicators.

As Mr. Kerr has said, the claims adjudication staff are instructed in this just as they are in any other type of disability. Their role is to screen the claims which they have a responsibility to monitor. When they make an identification that indicates there may be some psychiatric, psychogenic or psychotraumatic factor, that is as far as they go. They are not replacing physicians, psychologists or psychiatrists. Their role is to refer the matter to the section medical adviser, who will review the claim and make a determination.

**Mr. W. R. Kerr:** Mr. Minister, this is the same approach we use in other types of disabilities. As Dr. McCracken has said, we have guidelines from the medical staff and we know how long average people should be off work for various types of injuries. It is one of the jobs of the claims adjudicator who, while not a medical person, is trained in injury and incapacity and becomes expert enough to say: "Here is a case that is worthy of review. The injured person is not making as much progress as could be expected and requires the attention of one of our doctors in the medical branch."

**Mr. Martel:** I am sure you agree, though, that

it is much more difficult to assess one of these cases than it is some physical problem. That is my concern.

**Mr. R. W. Kerr:** Mr. Martel has a point. We have pretty complete guidelines and I will not take the time of the committee to read them all into the record, but I think Mr. Martel has hit on something that is of concern to us in the handling of these cases. They are complex cases compared to, say, a simple fracture. However, we are always open to ideas and suggestions for improvement.

**Mr. Martel:** I want to deal with two other points. One of them is remedial gymnasts. I visited the board hospital and spent some time there and was surprised to learn that in Canada there is no possibility of training remedial gymnasts in our university system. The board has attempted, to its credit, to do some on-the-job training.

I understand that since 1958 there has been a lobby to try to get at least one university to begin training remedial gymnasts. I think it is important to start this now. With the passage of Bill 70 many companies will be looking for such people to have on staff and the demand will grow. However, despite the 23-year lobbying, we still have to bring all our remedial gymnasts in from England or elsewhere.

I urge the Minister of Labour to take this up, because it is important that we have at least one university in Ontario to train people. I ask the minister to undertake a review of this. He is working with labour and management in terms of implementing Bill 70 adequately and to get people back to work through his association with the Workmen's Compensation Board. I think it is up to our people to train them, rather than have to bring people in from abroad.

**Hon. Mr. Alexander:** Mr. Martel, I appreciate your visiting the hospital. It is one thing to criticize the hospital and the centre without having seen it, but it is another thing to have criticism after one has visited.

I want to thank you on behalf of those who are out there for taking time out of what I know is a busy schedule to be further briefed on what we are doing. As for your question to the minister, I do not know what he has to say.

**Hon. Mr. Elgie:** I will follow up on it.  
3:50 p.m.

**Mr. Martel:** I continue to be really upset at the foot dragging in the area of audiology rehabilitation in the Sudbury area. I do not know who provided to my friend the Minister of

Labour the answer he gave me in the House on December 8 or thereabouts, which indicated that there was a program in place at Laurentian Hospital. The minister stated to me in his response, "The Workmen's Compensation Board is involved in a rehabilitation program at Laurentian Hospital in conjunction with Laurentian University of Sudbury." Well, that is a lot of garbage. There is nothing in place.

I have letters from the hospital and a very tough letter from the director of rehabilitation services. Let me read to you what he says: "No formal programs have yet been developed by our department of rehabilitation specifically for WCB. Such a program was provided by members of the speech and audiology department on a private basis, after hours, utilizing the facilities here at Laurentian Hospital."

This aural rehabilitation program lasted approximately 11 weeks and had to involve over 800 men, because we know that there are 800 men, probably more, in Sudbury, who have problems and there is no opportunity for rehabilitation.

I have been lobbying for this since 1974. A major advisory report by Dr. Alberti and Dr. Howard Pearsall was tabled in the Legislature over a year ago, but nothing has happened. There are literally hundreds of workers who cannot be treated and cannot even get their hearing aids adjusted regularly. Let me continue with the letter.

"I wish to reiterate that the program was not sponsored by Laurentian Hospital but was conducted due to the interest expressed by members of the staff at Laurentian Hospital, using Laurentian facilities and equipment. The program will not be repeated, however, due to the lack of time on the part of the staff involved.

"Audiology has a waiting list, at the moment, of at least six weeks and this estimate is conservative, to say the least. There has also been procrastination, to some extent, on the part of the WCB. Individuals who developed and implemented the oral rehabilitation program have yet to be reimbursed by WCB for expenses incurred. We are currently understaffed and ill-equipped in audiology to meet the needs of the region. The department has just recently completed a comprehensive proposal containing information and specifics justifying such a demand."

The letter goes on and on. I have been on this, as Dr. McCracken knows, for seven years, trying to get something for those 800 or 900 workers who do not have speech pathology or

adequate programs. The advisory committee's report of last year made a whole series of recommendations. Yet we get such a letter, and the minister is fed information about a nonexistent program. What the hell is being done for these workers and why is the minister given this type of information?

**Hon. Mr. Alexander:** Mr. Chairman, I think the letter to which Mr. Martel refers is over my signature. Since you mentioned Dr. McCracken's name, I will ask him, as executive director of medical services, if he can assist us in this matter.

**Dr. McCracken:** The letter Mr. Martel is quoting was written some time before Mr. Kerr and I were in Sudbury and met with the new administrator of the Laurentian Hospital and the new administrator of the rehabilitation services. We spent considerable time with both these gentlemen, discussing what they hoped to do in the field of rehabilitation of workers suffering from partial to complete hearing loss.

At that time they agreed that what they wanted, and indeed felt they had a responsibility to do, was to set up a program in Laurentian Hospital for those who might benefit from a course in rehabilitation for industrial hearing loss. Not every person who has industrial hearing loss requires or will benefit from such a program. Over and above that, the pilot program which the board co-sponsored with the audiologist and speech therapist at Laurentian Hospital had a significant dropout rate.

**Mr. Martel:** What time frame are talking about, Dr. McCracken? When did you go to Sudbury? You said before this letter was written.

**Dr. McCracken:** No, after it was written.

**Mr. Martel:** Okay. When are you talking about specifically? What year?

**Dr. McCracken:** That was this year.

**Mr. Martel:** Approximately when?

**Dr. McCracken:** That was in February or March, somewhere in there.

**Mr. Martel:** Okay.

**Dr. McCracken:** During the course of the discussion, the administrator told us they were submitting a proposal to the Ministry of Health for their requirements in audiology. We discussed the fact that the audiometric laboratory at the Sudbury General Hospital had been phased out and the technician who was working there had been transferred to the Laurentian Hospital. We have always known that the main

thrust of the Laurentian Hospital facilities was towards paediatric testing and treatment in their laboratories, rather than for adults. It was the understanding that the adult case load would be transferred there.

We were not given an explanation as to why the transfer did not take place, but we did, of course, realize that because of the demand, a private audiologist had set up a private laboratory in Sudbury and was being kept very busy dealing with audiometric testing for adult cases, including compensation cases and potential compensation cases. This is where the majority of the testing is currently being done, by the private laboratory. We asked the administrator if he had any intention to expand their facilities to take in all or part of the adult population. He said that he would look at that; it would be dependent upon how successful he was in expanding the facilities.

We assured him that we were quite prepared to use their facilities, if they met our standards—and we were sure they would—on a fee-for-service basis, as we do throughout the rest of the province. That includes rehabilitation programs. For instance, we have successful programs currently running in Sault Ste. Marie. We are still having drop-out problems, but at least the programs are running, there are no hitches and things seem to be quite satisfactory. We would hope the same thing would happen in Sudbury.

As you may or may not know—and I think you probably do—there was a problem shortly after Mr. Kerr and I were there—and not related to our visit, I wish to immediately point that out—

**Hon. Mr. Elgie:** Tell us the truth.

**Dr. McCracken:** —when the audiologist and the speech therapist apparently threatened to resign. There was a difference of opinion between what they wanted to do, presumably, and what the administrator of rehabilitation services felt they should be doing. It is now my understanding that this has been resolved; they are still there. Hopefully they will get on with the job of working out their schedules so that as part of their rehabilitation program they will have a rehabilitation program for persons who have partial hearing loss.

**Mr. Martel:** What is being done? There are so many of them up there. I guess you have at least 1,000 now on record. What is the board's responsibility? Because it has been so limited. After you have detected that a man is deaf, why is it taking so long?



You have known this. The upsurge started after the change in the act which allowed a man to claim benefits, even though he continued to work in the same area of employment, which was denied previously. You have known of this process; I have made representations until I am blue in the face. The minister has appointed a committee; the findings are there.

Beyond sending out a paycheque for a disability, what are we doing to ensure that the worker is able to communicate with his family? I am told—and I am no medical man—that this is one of the worst disabilities going and the types of problems that develop are horrendous. I have been agitating for seven years at least and we are still talking.

What is the board's responsibility to ensure that there are adequate facilities, like yesterday? You have known about it; the board has known about it and there is nothing there for 800 to 1,000 men—yet.

**4 p.m.**

You wonder why we sometimes come here so bloody frustrated. If the board had not known, I could understand. But the board has known and the report from Drs. Alberti and Pearsall, tabled a year ago last April, confirmed it, reaffirmed it, offered suggestions to make improvements. We are still bickering around while we have this large number of workers, many of whom do not communicate well with their families, whose whole social life is almost wiped out.

There has to be some responsibility in speech pathology, there has to be some responsibility of the board for the handicaps that these people suffer. I just think that the board really has to move its butt on this one.

**Hon. Mr. Alexander:** You have a point, and it has been registered, and Dr. McCracken has indicated what is happening, at least in Laurentian Hospital.

You have added a further comment. You feel we are not doing as much as we can in this particular area. All I can say, Mr. Martel, is that having the knowledge now, with the findings of the study, of what we are trying to do for those suffering some form of hearing loss, and that you are concerned, perhaps we have to do as you said—and I do not mind quoting your words—which means that we will have to get off our butts and see that we are going in a proper direction.

Having said that, I do not want you to be left with the impression we are not aware of it and we are not trying. That is the beauty of these

forums. I am chairman now; I do not know what that means in terms of the past but I do know for the future. You have now registered this and you have heard the explanation given by Dr. McCracken, and I can undertake to you now, sir, that this matter will be given very serious consideration.

I do not think I can go any further than that on the basis of what Dr. McCracken has already stated, but you said there is a void, and once you have put that to us, the void must be looked at in terms of how best we can fill it in order to meet your expectations.

**Mr. Martel:** Could I just ask one last question? I do not expect an answer; I would just ask it.

What has happened to the study of 20 selected workers who had experienced difficulty with the Workmen's Compensation Board which I submitted last year—anything?

**Hon. Mr. Alexander:** You said you do not expect an answer. I do not know if you meant that or whether you expect an answer.

You brought a study before us. I shall not make any comment in terms of the efficacy of the study or its credibility. You put before the board certain allegations that you found. We have looked at it; we have analysed it.

At the same time you made recommendations associated with that study, which, with all due respect, did not really go to the study itself. Having said of all of that, maybe Dr. McCracken would like to follow through.

What is important is that you had certain recommendations, and I think the recommendations are part and parcel of the Weiler report and of the new administration's thrust. If all goes well, perhaps the introduction of legislation vis-a-vis the Weiler thrust will answer—

**Mr. Haggerty:** When can we expect that?

**Hon. Mr. Alexander:** I cannot answer those sorts of questions, sir.

**Mr. Haggerty:** I thought as you had all the other answers you would have that one too.

**Hon. Mr. Alexander:** You have been here a long time and I know that you know I do not introduce legislation, but I can appreciate your concern. You would know the person who would be able to answer that question; I cannot answer it for you. It is not my responsibility to introduce legislation.

**Mr. Haggerty:** Even though it used to be.

**Hon. Mr. Alexander:** It used to be. I did not have much of a chance to introduce it either when I was concerned with it.

**Hon. Mr. Elgie:** A brief tenure.

**Hon. Mr. Alexander:** It was a brief tenure. As Stanley Knowles says, now that I had that brief tenure, my "honourable," whether you want to say I am honourable or not, lasts for life.

But, sir, I appreciate your question. I know it will be answered. I cannot answer any more, other than I have stated. We know of the survey; we know how it was done. We know who did it. We have opened up your regional office, which you called—

**Mr. Martel:** That is why I said, Linc, you would not be able to answer the question. I did not expect an answer.

**Hon. Mr. Alexander:** I am answering it, because if I went all the way with respect to your survey, Mr. Martel—which I do not intend to, because I would, rather than just look at it and take the good parts out of it, look at the bad parts as well—in the long run we hope to meet all of your expectations. That is why I said, with the future before us in terms of legislation, many of the problems you had envisaged and which were occurring perhaps will be solved.

I must say this, Mr. Martel, it seems to me—and I say this, after due deliberation and very serious consideration—that you seem to blame all the problems of those 20 cases on the board. I just say that in passing. Surely, all of the problems of an injured worker should not be at the doorstep of the Workmen's Compensation Board. We will take our share, but what concerned me is that it seemed the whole traumatic experience that these people you interviewed—I see you are looking at me with a quizzical look in your eye.

**Hon. Mr. Elgie:** A jaundiced eye, it is called.

**Hon. Mr. Alexander:** I wouldn't want to say that.

We are prepared to take our share. We know we have a responsibility; we know we have to serve and we will try our best with all that we have. But do not put all the problems, of any particular person who has been injured, on the board. Certainly, the human factor—

**Mr. Haggerty:** Control yourself, Elie.

**Hon. Mr. Alexander:** I did not interrupt him and I know he is not going to interrupt me, because he is a gentleman, sir.

**Mr. Martel:** Don't try and seduce me.

**Hon. Mr. Alexander:** No, I was talking to him. But I will stop there in the event that you want to reply.

**Mr. Martel:** I just want to make one tiny point. Before they were injured all of those workers worked regularly and looked after their families adequately. After they were injured, they did not and could not. Somewhere along the line, we have to put the body together again.

**Hon. Mr. Alexander:** Yes, I agree with you. I agree that this is our role, the whole question of rehabilitation, the whole question of medical services, the whole man and woman; where it is possible we will put them together in the best way we possibly we can and in keeping with the mandate which we have by way of legislation.

**Mr. Chairman:** Mr. Martel, have you finished your questioning and exhausted the chairman?

**Mr. Martel:** I have not exhausted anything, but I will pass.

**Mr. Chairman:** Initially, we were in the process of responding to the official critics. I know that Mr. Laughren raised a number of questions yesterday and so did Ms. Copps. We were in the process of answering these questions.

Will we continue, Mr. Kerr?

**Mr. W. R. Kerr:** If that is your desire, Mr. Chairman, yes.

**Mr. McClellan:** Is it not possible to have the committee question the minister while he is here? I gather he is only going to be here another few minutes. Then we could go back to Mr. Kerr's response.

**Hon. Mr. Elgie:** As a matter of fact, that was what the whip came down to tell you, Mr. McClellan.

**Mr. McClellan:** I understand that.

**Mr. Chairman:** I am sure the minister would be willing to answer any questions you may have. When are you leaving?

**Hon. Mr. Elgie:** Can we talk together after, I don't mind? In a public way or a private way?

**Mr. McClellan:** Yes, I appreciate that. Let me just say—

**Hon. Mr. Elgie:** I know the voyage you're on. I know you are a social worker, you will understand my problem.

**Mr. McClellan:** Without being facetious, this set of hearings is pretty well permanently off the rails for a variety of reasons.

**Hon. Mr. Elgie:** The what is, sir?

**Mr. McClellan:** This set of hearings on the Workmen's Compensation Board is pretty well off the rails. It is not anyone's fault in particular—

**Hon. Mr. Elgie:** I don't think so.

**Mr. McClellan:** —it is just part of the muddy process around here. But I think we are determined to make sure that we come back in the fall and deal with the 1980 annual report and schedule enough time to make a decent job of it. I wanted to say that on the record because I am sure there is a number of people, both here and those who will be reading the proceedings, who will be quite mystified as to what has been going on over the past day and a half.

**Hon. Mr. Elgie:** The chairman of the WCB has indicated his willingness to do that if it can be scheduled.

**Hon. Mr. Alexander:** We are quite willing to do that.

**Mr. Chairman:** I would like to point out to Mr. McClellan that it was agreed by the three House leaders to allocate the time.

**Mr. McClellan:** I said I was not casting any blame and it is part of the process around here, and I meant that.

But it is also true that there is absolutely no sense in having either estimates or studies of annual reports before committees in the absence of the minister. It is a complete waste of time.

**Mr. Chairman:** These are the unfortunate circumstances of the severance bill being discussed and I am sure you understand and so do the members of the committee.

**Mr. W. R. Kerr:** To pick up the thread, I was responding to Ms. Copp's inquiry concerning our bilingual and multilingual facilities. I think I concluded that in the claims services division, of the 765 employees, 320 employees were capable of speaking in more than one language. In addition to English, the predominant languages are French, German, Italian, Polish, Portuguese, Spanish, Ukrainian and a number of others which I will not recite.

**4:10 p.m.**

Moving to the Sudbury region, this is an area where we have done quite a bit, in that of our total staff of 113 who work in the Sudbury office—leaving the Sault Ste. Marie office out for the moment—67 people are bilingual, which means that over 50 per cent of the staff in the Sudbury office can speak French.

In dealing with this, we also have there a staff who are capable of talking in Italian, Ukrainian, Lithuanian and Dutch. So we feel that in the

Sudbury area we have a good representation of bilingual people, plus those who can speak in other languages.

In Dubreuilville we have made arrangements with the— I didn't forget you, Mr. Wildman.

**Mr. Chairman:** Relax, Mr. Wildman.

**Mr. W. R. Kerr:** In 1977, Dubreuilville had a population of 381 which no doubt has gone up since then, but that is the latest statistic I have.

**Mr. Wildman:** There is a population of 1,200 in Dubreuilville. It is not that large, but it is much larger than 300. Perhaps you are talking about a work force.

**Mr. W. R. Kerr:** Perhaps, but the statistic we had at our fingertips was for 1977, so I am sure that in four years it has gone up quite a bit.

In any event, your comments did not fall upon deaf ears. We have been watching that area particularly. As you heard me say, we have 67 people who deal with the public constantly and we can handle any kind of French situation there in the way of the translation of documents or speaking to them in their own language.

Arrangements have also been made with the major employer in that metropolis to indicate on form seven, the employer's report of accident, whether or not the injured person can either speak or write English, so we will have a tip-off right there as to how we should approach the individual.

**Mr. Wildman:** I do not want to hold up the committee on this; I appreciate the effort that has been made. Can you tell me, since you say you have the staff to carry out the translation necessary, and since we are talking about a community which is 90 per cent unilingual French, why is it so difficult for our office or for workers in that area—not just in Dubreuilville, but in north Algoma in general—to obtain summaries of information in French when we request it for the worker?

**Mr. W. R. Kerr:** I am not sure what you mean by summaries of information. Are you talking about the appeals system?

**Mr. Wildman:** Yes.

**Mr. W. R. Kerr:** The appeals system is not part of the Sudbury regional office operation so I cannot answer that question for you.

**Mr. Warrington:** May I attempt to answer that?

I do not know the answer, but there should be no problem. We have French translators. We have summaries going out in French. I would like to pursue that with you, if I may, to find out the cause.



**Mr. Wildman:** I would appreciate that. Obviously, it is necessary too, if there is going to be translation, that the person who is translating has a facility—I don't know how to put this—to understand northern Ontario French.

**Mr. W. R. Kerr:** You have a good point there and that is exactly what we have done, because all of these people have been hired from the community. They have not been taken from Toronto or some other place where the Parisian French that you refer to is, perhaps, predominant. Nearly 100 per cent of these people have been recruited from the locality and, I would assume, speak the French that is spoken in the community. I am glad you brought that up because it is an important point.

**Mr. Wildman:** I am not talking about that specifically in relation to Dubreuilville because Dubreuilville—for those who are not familiar with the community—is really a piece of Quebec in northern Ontario. It is not really a Franco-Ontarian community but a Quebecois community.

In the rest of the area in northeastern Ontario—Hearst and places like that—sometimes people, especially those who may be working in the bush and do not have a great deal of formal education themselves, have some difficulty with correspondence written in a French they are not wholly familiar with.

**Mr. W. R. Kerr:** I think we have made some improvements in this area as a result of your comments to us last year. That is all I have on that subject.

If I may pass on to the next point, Ms. Copps referred to page 12 of the 1979 annual report, wherein it was mentioned that in 75 per cent of the complicated claims requiring either inquiries or full field investigations, initial payments of compensation were made within 30 days. That brought up the question of what happened to the 25 per cent who did not receive their compensation within the first 30 days.

Ms. Copps said we should not be praising ourselves and, for the record, I would like to say that there was no intent of self-praise in this report. Obviously it is not laudatory. It is simply reporting the facts as they are.

To give you a little better understanding of page 12 of the report, I will explain why it is put in that form. The other committees before which we have appeared throughout the years are familiar with this and know how we break it down.

The first category is "uncomplicated claims,"

which are claims we can allow very quickly on the receipt of the employer's accident report. The employer reports the accident, the claims adjudicator looks at the information, and if there is nothing untoward, we do not obtain any further information, not even a report of accident from the injured worker.

I might say we are the only compensation board in Canada that will pay compensation in a claim without a report of accident from the employee. On receipt of the employer's report of accident, we can pay 96.5 per cent of claims within five working days.

The next category is "claims instituted on the doctor's first report." These require a little information. Perhaps we are waiting for a report to come in from the employer. This may come within a few days, or we may have to make some minor inquiries. They are fairly simple and straightforward cases, not quite as easy as the uncomplicated ones, but they are handled fairly quickly. You can see from the report that 63.4 per cent are paid within 10 working days, 84.8 per cent within 20 working days, and 93.3 per cent within 30 working days.

Next we come to the figures that are not quite as good, those dealing with the complicated claims where we have received a report of an accident and it is not one that we can allow easily because further inquiries must be made of the injured workman, the doctor, perhaps even witnesses. Indeed, we may require the full field investigation which we talked about earlier.

In these claims, 19.9 per cent receive initial payments within 10 working days, 54.3 per cent within 20 working days and 75.4 within 30 working days.

This brings us to the 25 per cent Ms. Copps was concerned about, those that were not paid within 30 working days. There is one statistic we might have included but did not. I think perhaps we shall in the future because it helps to clarify the situation.

If you combined all three categories, the uncomplicated ones, the ones instituted on the doctor's first report and the complicated claims, you would have 65 per cent paid within five working days, 76.8 per cent paid within 10 working days, and 91.5 per cent paid within 30 working days. This leaves 8.8 per cent of claims which are not paid within 30 working days.

4:20 p.m.

**Mr. Sweeney:** I will try to put Ms. Copps' question in the context in which I understood it to be, and perhaps Mr. Kerr can answer it that way. I understood Ms. Copps was making the

observation that because such claimants might qualify for workmen's compensation, they were, by definition, unable to qualify for anything else. Therefore this 30-day period becomes very critical. In a number of cases—and I think we have all had experience with them at one time or another—the claimant cannot get funds from anyone. If I remember correctly, it was in that context that Ms. Copps put the question. Perhaps you could try to answer it in that context as well.

**Mr. W. R. Kerr:** I will deal with that, but I think I gave a wrong answer just now. The figure of eight per cent refers to lost-time claims, not the total of 440,000-odd.

**Mr. McClellan:** That would be eight per cent of what?

**Mr. W. R. Kerr:** Roughly 150,000.

**Mr. McClellan:** The trouble is that you do not put absolute numbers on anything. That has been my beef for the last six years.

**Mr. W. R. Kerr:** We would be happy to put numbers on anything you wish as far as I am concerned, Mr. McClellan.

**Mr. McClellan:** I raise this every year. This is the sixth year I have raised it and it is still not there.

**Mr. Chairman:** Order. Would you please continue, Mr. Kerr?

**Mr. W. R. Kerr:** Let me expand a bit on this, then I will come to what you are after. This information might help you to get the overall picture.

At any one time, there are 7.5 per cent of pending claims that are over four weeks old in our extended disability claims sections and in the areas where claims are adjudicated at our head office. As of June 1, 1981, which is pretty well up to date, that is the figure, which is pretty low in reference to the total picture.

We are concerned about claims that go beyond four weeks, but, unfortunately, you have to make some inquiries as long as the law says certain requirements have to be met. We have to make inquiries to bring the claim within the terms of the act. So, there are certain cases where we just cannot make a decision within four weeks, although we try to. We have increased the number of claims investigators. You heard me speak earlier about carrying out investigations earlier. We have made attempts to reduce the time required to get all the information to make a decision.

It is a fact, as Mr. Sweeney points out on

behalf of Ms. Copps, that some people do fall into the crack while they are waiting for a decision to be made in compensation cases and are not receiving benefits from another source. We take every opportunity to encourage employers to provide sickness insurance so that workers may obtain benefits from that source. We will also accept an assignment of compensation, which we will honour when a claim is paid. But there is a limit to how far we can go, I am afraid.

**Mr. Laughren:** What will they pay?

**Mr. W. R. Kerr:** There is a problem there, as you know, Mr. Laughren, from participating in earlier committees. We are all trying to resolve the problems which exist, but we are not in a position to resolve them today. The board is working towards resolving the problems as quickly as possible.

**Mr. Chairman:** I would appreciate if you would cease interjections so that we can hear the answers to Ms. Copps' questions. The list of speakers includes Mr. McClellan and yourself and I will give you an opportunity as soon as we finish Mr. Kerr's response.

**Mr. Laughren:** Does your list of speakers include the chairman of the compensation board so that he can respond to my opening remarks? I hope so. It would be nice.

**Mr. Sweeney:** I thought there was some misunderstanding regarding Ms. Copps' question and I just wanted to clarify that. But there is one point I would like to make, since Mr. Kerr has already raised it.

Is there no way in which the various agencies that deal with an injured worker can come to some agreement regarding support during the period of the investigation?

**Mr. W. R. Kerr:** As a board we would like to participate, and we do participate, in any groups that will work towards that end, but there are real problems there. We have met with the association which represents the carriers of life insurance coverage for industries in order to explore these problems. We have an ongoing relationship and the first chance we have to make a breakthrough, we will. Through this co-operation we asked the association to urge employers, wherever there is a delay which it appears may be prolonged, to provide some kind of alternative benefit pending a decision by the board.

**Mr. Sweeney:** I was thinking more of unemployment insurance or social service. Is there any liaison there?

**Mr. W. R. Kerr:** Yes, we are in touch, but we have not been able to work out anything definite yet. There is an ongoing dialogue but, to be quite honest, at this time we have not resolved the problem. We will keep on trying.

In her last question, Ms. Copps asked about the number of women we have on staff.

Of the 338 claims adjudicators in the claims services division, 51 per cent are female; of the 54 claims supervisors and team co-ordinators who are assistant supervisors, 41 per cent are female; in London, 68 per cent of the adjudicators are female; in Sudbury, 57 per cent of the claims adjudicators are female. We have a few female investigators; not as many as we had before because they have been promoted. Of the supervisors in the claims information counselling services branch of the division, 25 per cent are female.

**Mr. McClellan:** Once you get out of the clerical—

**Mr. W. R. Kerr:** Supervisors are administrative. Claims adjudicators are not considered clerical. They are on our management scale; they are considered senior people. Then there are our senior counsellors throughout the various offices who are assistant supervisors. We have a good percentage of females in that area.

I think we have done a pretty good job. In all of the area officers, 91 per cent of the claims counsellors, those who counsel injured workers and also handle inquiries from other sources, are female.

I have been very proud of our female staff. The statement was made that there were no females at the executive director level. Some day there will be a female executive director. We already have a female director in our organization.

One thing I like about our women is they do not apply for a senior job just because they are female. My experience has shown that when they are ready to apply for a senior job, they do. They gain experience in the lower ranks and in supervision and they work their way up the ladder on an equal opportunity basis.

**Hon. Mr. Alexander:** Mr. Chairman, I think that finishes Ms. Copps' questions. Can we now move to Mr. Laughren's?

**Mr. Haggerty:** I have just one point to raise, Mr. Chairman. You have been dealing with percentages. I think you said there were some 760 employees at Bloor Street. How many of them are female and how many are male?

**Mr. W. R. Kerr:** I do not have that statistic with me, Mr. Haggerty, for the 765. I broke it down into the adjudication staff, which is 338; 51 per cent of those people are females. I broke it down again for supervisors and assistant supervisors, which total 54; of that number, 41 per cent are female. I think if we took into account the clerical people in the 765 it would be even higher, because theirs are the jobs that are traditionally performed by females.

I might say, too, that the female secretarial staff and the telephone inquiry clerks have equal opportunity to train as claims adjudicators and work their way up the line. If you are interested I can provide the figure for you. It would be higher than these.

4:30 p.m.

**Mr. Haggerty:** I think I have seen a majority of female employees at the board.

**Mr. W. R. Kerr:** Mr. Chairman, if I may, Mr. Laughren asked why the pension section is not decentralized to the Sudbury and the London regional offices.

**Mr. Laughren:** I was wondering whether or not we should encourage you to answer or encourage the chairman to answer.

**Mr. W. R. Kerr:** Would you like me to continue?

**Mr. Laughren:** Yes.

**Mr. McClellan:** Let me be very candid. Without wanting to put you on the spot, we would prefer if in future the chairman would do us the courtesy of responding to the critics' leadoffs. Obviously, he is not prepared to do that.

**Hon. Mr. Alexander:** The chairman is prepared to do anything, but I thought you people wanted complete and full answers to the several questions that were raised. You are not going to be happy, I would suggest, with the answers I would give.

If you want me to reply to all of the questions, I am prepared to do that, but in the long run you are going to have to go back to the executive directors who have chief responsibility within their particular divisions and who have the answer to every detail.

It is quite easy to answer any specific question or statement raised by a member who is a leadoff speaker, there is nothing to that; but you want answers and that is what we are trying to give you. If you are not happy with that system, you tell us right at the beginning that you want



to hear from the chairman with respect to all questions and all statements and I will do my best to follow that course.

You are getting the answers which I think are very important, not only for me as the chairman, but for everyone else in this room.

**Mr. R. F. Johnston:** We find that on occasion even ministers can answer fully in reply to critics' leadoffs and it is appropriate that you could as well.

**Hon. Mr. Alexander:** Certainly, there is no question about that. If that is what you want, that is what we can give you. When you have your questions, direct them to me. I am sure that you have questions.

**Mr. Chairman:** I am sure, Mr. Laughren, if there are any further questions you may want to address to the chairman of the Workmen's Compensation Board after Mr. Kerr's reply, you are free to do so.

**Mr. W. R. Kerr:** The question was: why is the pension section in the claims adjudication branch not decentralized to the Sudbury and London regional offices?

Even prior to the establishment of these two regional offices, the pension function was decentralized to a degree in that we have a team, a pensions medical adviser and a claims pension adjudicator, travelling around to various cities to examine people in those communities. So in a sense, although they worked out of head office and still work out of head office, they are decentralized in that they go to various communities throughout the province and make various trips to interview and examine the people locally.

The board's regional operations and implementation committee did consider putting them into the regional office at the time it was set up, Mr. Laughren, but we decided against it at that point for two reasons. One was that in the time frame we had in which to establish the two offices, we did not think we had sufficient time to train both medical and claims people to perform those functions in those two offices. We are also concerned that if we reach that stage, we make sure we have uniformity so that all the injured people throughout Ontario will be treated equally and on the same basis.

We have had some experience and I think when we look at this in the future, as we will, we shall have to consider whether there is a sufficient volume of work, PD ratings, PD examinations, to warrant having a team of employees in that area and, if so, what steps we

take to make sure we have uniformity in the awarding of permanent disability pensions or lump sums, whichever they happen to be.

It is certainly something we will have to consider. It is one of these evolutionary things we felt at that point was not appropriate, neither did we feel comfortable putting it in then, but it is something we have to review when we take a look at the regional offices.

**Dr. McCracken:** Mr. Chairman, I might just add a bit of further information to this.

As Mr. Kerr has pointed out, each year, and for many years now, the board has had permanent disability rating trips, whereby instead of bringing the injured worker to Toronto we go to him. This has been going on for at least 30 years that I am aware of, and it encompasses all the areas throughout the province. As we have the Sudbury and the London regional offices, we now have the facilities there to carry out these examinations in a controlled environment.

This allows us to do better types of examinations on the more complex type of case, which cannot be done with some of these cases unless you have a formal type of examining room. So that more of these types of cases indeed are being done now in London and Sudbury. We already know that.

To place it in perspective, of the approximately 13,000 examinations last year for permanent disability, there were, in round figures, 2,400 done outside of the head office; and this was throughout Ontario. That represents a percentage of around 18 per cent. Going back on our figures, over the past five or six years we consistently have been running between 17 and 22 per cent that we do each year outside of the board's offices.

The other point is if you take a look at the drainage basin around Metro Toronto, a radius of 75 to 100 miles, where it really would not be feasible to set up rating teams because of the population density and also therefore the reflection of the injury incidence, we find that 65 per cent of all PD cases are within that radius. So, in effect, we are doing decentralized permanent disability rating for Metro Toronto and for the area all around Toronto to a radius of 75 to 100 miles.

That leaves us, year in, year out, with around 15 to 18 per cent of cases that do not appear to fit either way; and these are the cases that tend to be the more complicated ones. They tend to be the ones where there has been an appeal for a review of a permanent disability. In other words, those we feel we want examined by one

of the more senior permanent disability physicians and Mr. Kerr's more senior pensions adjudication staff.

These are the ones that are brought to Toronto, and that is the reason for that particular group.

How much we can cut down on that is difficult to say. I am sure there is now a greater percentage of these types of cases being examined in London and in Sudbury. So the statistics will show a decrease in that group of cases which we currently feel have to be brought to Toronto to have this type of examination carried out by senior personnel.

**Mr. W. R. Kerr:** Mr. Chairman, according to my notes, there were two other questions that Mr. Laughren had for claims; one had to do with the recurrence of disability and the medical problems that follow along.

When you were talking, one thing that came to my mind was a case of a person with a broken leg which results in the shortening of the limb, and a few years later he develops a medical condition in his back as a result of the short leg. With that kind of situation we have no problem; in fact we have a policy that covers that kind of thing. It is a blanket policy.

You were talking about a person who may have an accident in the backyard, or who aggravates his condition. I can make a general statement on that.

Let us take the typical case, which is always a good one, of a person with a back problem who has a permanent disability rating from us of whatever it is, X per cent. If that person falls down the stairs at home as a result of something other than his bad back and has a new injury superimposed upon the existing compensable injury, we do not feel we have any responsibility for any additional damage done by falling down those stairs. If it is an industrial accident, of course, that is different; but in my example, staying with your theory, it was an accident at home.

**4:40 p.m.**

That is pretty clear cut; we will take another one at the other end that is clear cut, and then of course there is always the area in between. They are doubtful.

Take the same man, who has X per cent disability in his back, a permanent disability rating from the board. He is doing something minor—let us say he is lifting a chair. He feels a twinge of pain in his back and has further disability. We would consider that to be a

recurrence, because what happened was not an accident, such as falling down the stairs which is something that would injure any back, a normal back.

The type of increased disability we would generally allow would be one caused by his normal activities. It is not an accident such as I have described; it is an aggravation of some kind. If that man had had a normal back—if it had not been for his accident—he would not have had that aggravation. That kind of thing we can allow.

Then we get into the areas in between which—

**Mr. Laughren:** There are all kinds of claims I have problems with.

**Mr. Haggerty:** I think the point that Mr. Laughren brought before in the leadoff speech for the NDP was related to a person who had an injured leg. Because of the restrictions on that one leg, difficulties were caused with the other. Am I correct?

**Mr. Laughren:** That was the second part of it.

**Mr. Haggerty:** Yes. You said you have a policy on that. What is the policy?

**Mr. W. R. Kerr:** It does not specifically say that if a person has a shortage in the limb as a result of an accident, we would allow for whatever it is—the strain on the other leg, or pain in the back.

Here is our basic policy. It is document 33-2501. It is short, so I will read it to you: 33-2501—that is the page in the claims manual, which is a public document and the basic concept policy: "Claims may be reopened at any time and if the medical evidence substantiates a relationship between the current condition and the original disability, further entitlement is granted."

**Mr. Wildman:** Underline it.

**Mr. Haggerty:** That is right.

**Mr. Laughren:** That is the point I was trying to make.

**Mr. W. R. Kerr:** I have seen, in days gone by, claims that have been allowed for low back pain when there has been a shortage in the limb as the result of the compensable injury. Maybe I have not seen the claims you looked at, sir, but I am saying that is the basic policy.

**Mr. Laughren:** From now on you will.

**Mr. Haggerty:** What happens when you have a person who has limitations in one leg, a shortness in the leg that may shift all the responsibility for twisting and bending in the

one particular leg, so that there is additional wear and tear on one joint? Is that covered, too, under that policy?

**Mr. W. R. Kerr:** My answer concerned the back, where you have radiating pain that could develop in the leg. My answer, not speaking of any particular claim, Mr. Haggerty, is yes. If we can establish that the current condition, is a result of the disability resulting from the accident, then yes, that is what we would attempt to do.

The last point, and it is fairly important, is Mr. Laughren's concern about how we applied the 10 per cent increase in temporary disability benefits under section 41(a) of the Act.

**Interjection:** Who wrote that letter?

**Mr. W. R. Kerr:** I do not know who wrote the letter, but I would be pleased if Mr. Laughren would let me know privately.

Since you brought the letter up, I will make one comment—

**Mr. Laughren:** You have me on the chopping block. All I was trying to do was clarify it, so I hope you do not use that person as a scapegoat. He did the best he could to explain it to us. I am really jumpy about you blaming this person when he is doing his best to explain it to me.

**Mr. W. R. Kerr:** I am glad you made that comment, Mr. Laughren, because I do not wish to blame him for anything. I know we all read it and snickered a bit. I would too, except that we have to remember it is a very complicated matter that we could not discuss in half an hour before this committee.

**Mr. Laughren:** But you made it complicated.

**Mr. W. R. Kerr:** Yes, and we are going to uncomplicate it.

What that person was doing was writing to an MPP who knows quite a bit about the act, and his staff knows quite a bit about the act. If we erred, it was in overcommunicating and giving a lot of detail on the basis that the individual recipient of that letter knows a fair amount about the act.

Certainly a letter like that would not be written to someone who has not had exposure to workmen's compensation.

**Mr. Laughren:** When I got that letter I almost called up John Sweeney and asked him to verify it.

**Mr. W. R. Kerr:** In any event, I am glad that Mr. Laughren mentioned it. This has come to my attention just recently from another source, in addition to your comment, and we are

already reviewing the situation. The decision we made in the claims services division when we did this was, we thought, in accordance with the wording of the act.

There are two sections involved and one does not seem compatible with the other. On further reflection, we feel that what is being done now is not justice for the individual, so we are taking steps to change it along the lines that you have suggested. I will write to you personally as soon as we have done this and tell you the good news.

I believe that is all I had, Mr. Laughren.

**Mr. Laughren:** I am not sure what goes to you and what goes to other people. There are some other questions, but I will wait.

**Mr. W. R. Kerr:** Mr. Chairman, I think that is all I had unless Mr. Laughren wishes to refresh my memory.

**Mr. Laughren:** What about the question of people not having the expertise to deal with complex problems? I suggested that there should be an industrial health technician who could be available to workers who have a problem, because they cannot cope with the technical information.

**Hon. Mr. Alexander:** I had that down as being one of the ones I would answer.

**Mr. Laughren:** All the better.

**Hon. Mr. Alexander:** Am I on now, sir? I will try to deal with Mr. Laughren's statement in the first instance. I am pleased to know that the questions on decentralization, which affects disease, fatalities and pensions, have been asked.

I think your question is about future policy. If I understand, you were asking about the board's mandate now and what it would be in the future, vis-à-vis the whole question of regionalization. That is a good question.

You know that we have introduced this system after a few studies. At this time we are monitoring it, we are analysing what we have done in terms of cost benefits, benefits to the injured worker, the local community, the medical profession and industry.

After we have had an opportunity of digesting whatever our analysis may be, we will have to determine whether what we have started is the proper direction to go. We are in the baby stage with respect to regionalization.

We have had the opportunity of going to British Columbia, which has been decentralized for a considerable length of time, in an attempt to acquire information from them as to how they have met the problems that occur. As a



result of that we have a lot of answers—not that we were in the wrong direction, but it is always helpful to have the advice of others who have preceded you.

As to what will happen in the future, I cannot answer that question now. I am impressed with what I have heard. I am impressed with what I have seen. I know the Ombudsman has been to his representative to see what we have been doing. Very complimentary letters have come back with respect to the initiatives we have taken.

I have heard from MPs as well. I do not want to single anyone out in particular, but I guess I must say this. I think you yourself, sir, and Mr. Martel believe that what is happening regarding regionalization is good. After we have had an opportunity to look at all the statistical data and what not, we should have sufficient information to determine where we will go in the future.

I do not think I can add anything else because the reasons for the lack of decentralization in three areas have been adequately explained. It is easy for me to sit as a chairman and answer questions, but you must appreciate that even a minister, when he replies, can only go so far. You have people whose job and responsibility is to get involved with the nitty-gritty. I know you are aware of that, and I believe my friend to my left understands that as well.

I hope I have covered that, unless you have further questions with respect to it.

**4:50 p.m.**

Another point you made—if I have them in sequence—is the adversarial system, as you put it. I heard that when I first came down here and I do not agree with it being an adversarial system. I know what your point is; I still think it is an inquiry system. As a lawyer I think I understand what the adversarial system was all about.

Getting to your specific question on the expertise that is required, I know we do have workers' advisers now. I think it is time we started to think of extending the role of the worker's adviser, particularly because of the specific problem you brought to my attention and to our attention. When you talk about the complexities you are involved with on behalf of your client, there is no doubt that help is being given now.

We have a whole range of counsellors. We have the whole adjudication process in position to help any injured worker, regardless of what the ailment may be. But, yes, there is that point, when you get into the complexities: who helps

them, who is available? We hope that when this act comes in, we can have an extension of the workers' advisers.

Right now, I understand the workers' advisers are only available on appeal. I think that should be looked at, there is no question about it. In the long run it will in effect enhance the inquiry system, rather than emphasize—as you put it—an adversarial system.

You then brought up a question under section 42(4) and that is the whole question of commutation. You indicated you do not believe the reasons given—I may be misquoting you, but I think this is what you said, sir—because you think the reason we go the way we do in refusing a commutation is because of the financial benefit to the board.

**Mr. Laughren:** You got it.

**Hon. Mr. Alexander:** You bet your boots I got it. That is why I wanted to have an opportunity to speak on it. I have been looking at that section for a considerable length of time.

Because of the wording of the section, "You must if it is 10 per cent and under," I had one person who did not want the lump sum payment. I tried my damndest, saying: "Look, take that money." I do not know how much it was now; it could have been around a couple of thousand dollars. "Invest it at the high rate of interest we have now and perhaps it could be of greater and more significant benefit to you in the long run." He did not want it.

I wrote to him five or six times, "Please take the money because in my view you would be better off." I do not know why he did not. I do not know at this stage whether he did or not.

**Mr. Laughren:** I sure would like a copy of that letter with the name blotted out, so I could send it back to you the next time I am appealing a commutation.

**Hon. Mr. Alexander:** Fine, you remind me about it since it is all in Hansard. If I can, I will send it to you.

You see, the section then gets into a point of flexibility. In other words, if the Legislature had wanted us—if that is the proper term; I think someone has a bill before us now on whether we are going to call you MPPs or MLAs, so I do not know whether it is—

**Mr. Laughren:** Do not worry about it.

**Hon. Mr. Alexander:** No, I am not going to worry about it.

**Mr. Laughren:** It is not critical to the injured worker.

**Hon. Mr. Alexander:** I think it would be, because then he will know how he is going to refer to you, sir—whether it is going to be an MPP he is going to have look after him—so it really does.

If the Legislature wanted us to have the mandatory approach, all it has to do is put it in there. If it does touch that section by way of Weiler amendments, then here is your opportunity to move an amendment—as long as it is not too far off the beaten path—to make it mandatory that we commute, period.

I do not know whether that is a good thing or not. I think that you were getting in that area.

**Mr. Laughren:** No; the options of the injured workers.

**Hon. Mr. Alexander:** All right, the options of the injured worker. He applies for a commutation. The criteria which are set—I am not too familiar with them, but my colleagues can elaborate in that regard.

**Mr. Laughren:** I know what they are.

**Hon. Mr. Alexander:** After looking at all the circumstances, they say, “In our view, we do not think that there should be a commutation.”

**Mr. Laughren:** That is why I used the word, “patronizing.”

**Hon. Mr. Alexander:** I do not know what that word means when it is in connection with the Workmen's Compensation Board trying its best, with the mandate it has, to reach a conclusion on whether a commutation at that particular time, vis-à-vis what this person wants, is in his or her best interests. I do not know how you can say that is patronizing when it is within the context of the act.

**Mr. Laughren:** Could I give you specific examples?

**Hon. Mr. Alexander:** Yes.

**Mr. Laughren:** Might I, Mr. Chairman?

**Mr. Chairman:** Yes.

**Mr. Laughren:** If a worker now has a pension and wants to commute because his mortgage is rolling over at an incredibly high rate, which it is now, and if that person could save thousands of dollars if he had a substantial commutation available to him to apply against the mortgage, he would be infinitely better off. Yet that is one of the areas where the board is reluctant to grant commutations.

This is just as an example. I do not want to get off on a new point.

**Hon. Mr. Alexander:** Sure. I have seen those letters come in. I have seen what the results

have been. Some have been allowed; some have not been allowed. I do not know where the cutoff line is. I will not call it a subjective judgement.

**Mr. Laughren:** It is.

**Hon. Mr. Alexander:** I guess it is. In terms of all of the matters they see that affect that injured worker, is it, after looking at the entire picture, in his or her best interests to commute?

**Mr. Laughren:** In your judgement.

**Hon. Mr. Alexander:** That is how it is, sir.

**Mr. Laughren:** That is what I am saying is wrong.

**Hon. Mr. Alexander:** What I am telling you is that is how we envisage the act as to what we have to do.

**Mr. Laughren:** It does not say you have to.

**Hon. Mr. Alexander:** No. It does not say we have to and it does not say that we should.

**Mr. Laughren:** Exactly.

**Hon. Mr. Alexander:** What would you call a solution to that matter?

**Mr. Laughren:** A solution would be for you to say to your people at the board that, just as benefit of doubt is supposed to apply in the adjudication of a claim, when a commutation is requested the wishes of the injured worker should be recognized.

**Hon. Mr. Alexander:** When we are talking about the benefit of doubt I would venture to say, without even checking with anyone, that does apply.

**Mr. Laughren:** Right. I was not arguing about that. I am saying that just as you would make the argument that the benefit of doubt does apply, the same rule should apply with the commutation; that if the worker wants a commutation, the worker gets a commutation.

**Hon. Mr. Alexander:** Yes, I can see what you are getting at, sir.

**Mr. Laughren:** I am sure you can.

**Hon. Mr. Alexander:** But really, if we have a mandate, if we make the mistake—

**Mr. Laughren:** The worker makes the mistake, not you.

**Hon. Mr. Alexander:** Yes, but we still have a responsibility, sir. We have not only a responsibility to the individual, but we have a responsibility to you.

**Mr. Laughren:** To your funded liability.

**Hon. Mr. Alexander:** We will get to that part.

**Mr. Laughren:** Unfunded liability.

**Hon. Mr. Alexander:** If we make a mistake in terms of giving someone something when you knew, or ought to have known, that we should not have done it, you would be the first one to jump on us, and I would not blame you one bit. That is why I say, yes, it is subjective, but that is the way it is. Someone has to call the shot.

**Mr. Laughren:** I know the way it is.

**Hon. Mr. Alexander:** All right. What was the other thing? Here is another point that you mentioned. I do not know whether I have exhausted that yet, but I guess we can have an ongoing—

**Mr. Laughren:** We have agreed to disagree, I think.

**Hon. Mr. Alexander:** As I said with respect to the Ombudsman, as long as we respect one another and we can get along and bring these points out, we could at least disagree, but at the same time go home saying: "What the hell? We tried our best."

**Mr. Laughren:** I agree with you in the sense that on the under 10 per cent, if that worker decides he wants a small pension for the rest of his life, fine, let him have it, you should not be required to make it a cash settlement; but at the other end of the scale, I think that worker should be given the opportunity to have a cash settlement if he wants it. Under 10 per cent he has a choice; above 10 per cent he has a choice.

**Hon. Mr. Alexander:** I think Mr. McDonald wanted to get involved with this one right now. Do you want to elaborate on that?

**Mr. J. F. McDonald:** I was just going to comment that if the person insists on having a pension, we will not argue with them.

**Mr. Laughren:** But you will not do the same with commutation, will you?

**Mr. J. F. McDonald:** Actually, as the chairman has stated, we must make a determination whether it is in the pensioner's best interests and it is difficult.

**Mr. Laughren:** Under 10 per cent you do not mind—

**Hon. Mr. Alexander:** I do not even know how that got in the act. How did that get in there?

**Mr. Laughren:** I do not know how it got there.  
5 p.m.

**Mr. J. F. McDonald:** May I point out that if the Weiler concept is accepted, this would all become academic for new pensioners because there will be a lump sum paid in all cases. A pension will be paid only if there is a continuing wage loss, and that will be determined annually.

**Hon. Mr. Alexander:** I think you referred to the Canada pension plan having access to our files. My understanding is that is not true, but I will ask Dr. McCracken to clarify what is in fact the case.

**Mr. Laughren:** The Sudbury legal clinic is appealing a case now where that happened. At least, that is what I am told.

**Hon. Mr. Alexander:** Let's pursue it, Dr. McCracken.

**Dr. McCracken:** This matter has been brought up on several previous occasions at these sessions, as you are aware, Mr. Laughren. To refresh my memory, I reviewed our records.

The matter goes back to 1972, at which time the Honourable John Munro was Minister of National Health and Welfare. He made a request of all physicians throughout Canada to co-operate in supplying medical information to the medical staff—and I stress that—dealing with Canadian pensions. He also made a plea for the co-operation of physicians on boards and commissions, federal or provincial.

His reason for doing this was to supply the necessary medical data to the physicians of the Canada pension plan, no one else. That data, together with the physicians' examination findings and other data they would have access to, would enable them to determine whether an individual qualified for a Canada pension benefit.

We complied with the minister's request on the understanding that, one, we would require a signed waiver from the individual concerned; two, that the request be made from a physician of the Canada pension plan staff; three, that it would be directed only through the director of the medical branch; four, that a résumé, made of the pertinent medical data from the file by the board medical staff, be submitted to the director of the medical branch for review; and, five, where it was felt to be of significant importance, photostat copies of certain medical documents would be supplied as well as the résumé.

As has already been stated, this would go out over the signature of one person only, the director of the medical branch. We also agreed to supply similar information, under similar circumstances, relating to the documentation in our hospital files at the hospital and rehabilitation centre. In that instance, the information would be forwarded over the signature of the director of the hospital.

That is what has been done, what is being done, and how it is being done.



**Hon. Mr. Alexander:** I notice that a couple of my colleagues have been writing me notes with respect to access. It is my position, which I have stated on a number of occasions, that further liberalization in this area is required. I am committed to that.

We are looking at all the pros and cons as to how best arrange for further and more complete access in the interest of the injured worker and of the worker's representative. I have repeated that on a number of occasions. I mean it, I stand by it. I hope we can take steps in that direction sooner rather than later.

**Mr. Laughren:** What is the problem? Tell us what the problem is.

**Interjection:** Do you have a timetable?

**Hon. Mr. Alexander:** I am not giving a timetable on it.

**Mr. McClellan:** We go down, regularly, to the little room on the twenty-first floor and look at the files. I do not happen to have a tape recorder, but when you go there, you see any number of lawyers dictating from the files into a tape recorder. I write it out in longhand. It is sheer stupidity.

**Hon. Mr. Alexander:** I can understand.

**Mr. McClellan:** Why can't we have access to a Xerox machine? Make it a coin-operated Xerox machine, if you want, so there is no expense to you. I would be glad to put 25 cents in the machine.

**Hon. Mr. Alexander:** I will keep that in mind too. I am glad you suggested that. I don't know whether your colleague can go along with that, but that is a very worthwhile suggestion.

**Mr. R. F. Johnston:** Mr. McClellan is speaking for himself.

**Mr. McClellan:** Just tell us what the problem is.

**Hon. Mr. Alexander:** I will tell you this, perhaps it will cut this discussion short. I am going out on a limb now and I am going to have to think of this very seriously, because my colleagues are looking at me—

**Mr. Laughren:** Some of them have a saw in their hands, too.

**Hon. Mr. Alexander:** I will give you a commitment. You will have it before the end of the year. I see my friend laughing. It is too bad he cannot come up here and answer questions.

I have been here for just over a year and that is one of the matters that has given me concern as a lawyer. I say, Mr. Chairman, for the edification of those who are sitting in the

audience, you have my word that I was very concerned about it. I have looked into the matter and I have my colleagues from the various divisions looking into it to see how we can best implement full access.

We have talked to the people from Quebec. We understand what the problems are in terms of who gets it, whether it is by photostat or however, where is it going and whether we are going to be flooded with requests. I think we have something like—

**Mr. Laughren:** You have a double standard. The CPP can have it, but the worker's representative cannot have it.

**Hon. Mr. Alexander:** If you listened carefully, what Dr. McCracken said was not quite as you have indicated. But let's not get off the track. I give you my commitment, and I know my colleagues will support me in this, that you will have it by the end of the year. That is etched in stone. You like timetables and so do I. The difference is that you don't have to worry about it.

I do not know whether I can add anything to what has been stated by my colleague in terms of communication. We know there are problems with some of our new Canadians and we are trying to upgrade service in this regard. My friend Mr. Wildman has his problem, which I hope has been satisfied, at least partially, by the answers given.

There was another matter that you mentioned which involved payments for a wife to accompany her injured husband—

**Mr. Laughren:** Yes, problems with injured workers in remote areas.

**Hon. Mr. Alexander:** I will ask Dr. McCracken to explain our policy in this regard.

**Dr. McCracken:** With regard to payment for travelling expenses and maintenance of escorts, including spouses, our policy is to pay for that where it is medically indicated. The director of the medical aid branch has indicated that not infrequently we will have a paraplegic, a quadriplegic or a major multiple amputee case which will require being brought to Toronto for evaluation or admission to Lyndhurst Hospital, for example.

If, from a medical standpoint, it is indicated that an escort is required and if the spouse is capable of acting as the escort, we pay the costs of the spouse to come down and back.

**5:10 p.m.**

Up to the present time we have not become involved in, neither have we felt that we are able

to pay for, babysitting services as a required part of medical treatment. We feel that is really not part of a medical treatment program per se.

**Mr. Laughren:** It may not seem to some people like a major problem, but if someone is a long way from Toronto it may mean several days away and substantial costs. At a time like that it does mean a lot to them.

**Mr. Wildman:** A supplementary to that: Without belabouring the point, there is also the case where it may not be medically necessary, but if you are talking about someone who does not have a facility in English but whose spouse does, he or she would often wish to be accompanied on that basis. In other words, they can travel on their own, but they may not be able to communicate with anyone on the trip.

**Dr. McCracken:** I do not know exactly what the specifics there would be, but certainly we bring a significant number of these cases down from northern Ontario by air. We use Air Canada. Of course, there are bilingual services on Air Canada. We have encountered no problem in translation in any language that I am aware of in Toronto. We have facilities at the general hospitals.

**Mr. Wildman:** No, I am not debating that. I am just pointing out that for the person who arrives in Toronto, getting from the airport to where he is going, or in getting to the airport in northern Ontario for that matter, may present some difficulty.

**Mr. Gillies:** I believe injured workers going to Toronto for appeals are reimbursed for their travel expense, meals and accommodation if necessary?

**Mr. Warrington:** That is correct, sir.

**Mr. Gillies:** But there is no provision for babysitting?

**Mr. Warrington:** No.

**Mr. Gillies:** Or for spouse travel on appeals?

**Mr. Warrington:** No.

**Mr. Gillies:** But there is if they require assistance?

**Mr. Warrington:** Yes, medical assistance.

**Mr. Gillies:** Oh, I see.

Again we are playing with dollars and cents, but particularly in the case of a single parent having to make that Toronto trip, say from my riding, it is not that far really, an hour and a half on the train either way and perhaps lunch, but it may present a problem when a child has to be left back in the riding. I wonder if the board might look at this?

**Hon. Mr. Alexander:** Certainly, sir. I think you brought a specific point to our attention vis-à-vis the single parent. That is one—not that I had not thought of it but—

**Mr. Gillies:** That would be the instance where it would most concern you.

**Mr. Warrington:** I have not heard of that problem being raised by an injured worker but certainly I would be glad to look into the matter as far as the appeals end is concerned.

**Mr. Gillies:** I had one appeal in Toronto where I believe the parent left the child with a neighbour, so it did not prove to be a problem in that case, but it does occur to me to be a potential problem.

**Mr. Warrington:** Yes, I would agree with that.

**Ms. Fish:** I would underline that, particularly in the case of single parents. As members are aware, the overwhelming majority of single parents are women. There is a problem there of average salaries at the outset, in securing support and assistance in raising the child or children.

If there is a situation of a claim or an appeal on workmen's compensation then they are obviously foreshortened in terms of the salary they receive. I would note particularly the numbers of ridings or locations in the province that are at a greater distance than Brantford. I think that your undertaking to look at that issue would be fine, Mr. Alexander. Perhaps you will give some thought to the guidelines that might be appropriate.

**Hon. Mr. Alexander:** Yes, thank you, Ms. Fish. We all will have a look at this.

I would point out to you that section 51(2), fortunately or unfortunately, spells out the definition of medical aid. Covering many matters—and in particular the one that we are talking about right now—may call for an amendment to the act in order to enshrine it in stone. That whole section, if and when we are involved with the housekeeping and the main thrust of an act, may call for improvement. I suggest that you look at 51.

**Ms. Fish:** Perhaps I might redirect my suggestion for a consideration to the parliamentary assistant to the Minister of Labour and offer the modest thought that he carry forward that concern to his minister and perhaps suggest that his minister, in consultation with other potentially affected ministers and departments, give some review to that circumstance.

**Hon. Mr. Alexander:** Yes.

Where are we now? We have had the medical aid. Did I mention language? You had something else. There was a question of recurrence. I think that was covered by Mr. Kerr. I have something here. I am not too sure just what it means—the doctors and pay. I do not know what we were getting at there. I do not want to leave anything out.

**Mr. Laughren:** I was talking about doctors who get frustrated at the board and end up not even wanting to deal with compensation. That is an administrative office problem.

**Hon. Mr. Alexander:** I do not know what I can say to that. Yes, in all fairness, you do hear of the odd one. I think that if you want statistics in this regard you should see how many have opted out. I do not think we have that many, but I think I know what you are talking about.

**Mr. Sweeney:** Mr. Chairman, one of the problems we are running into is the—I was going to say request, but it is not a request any more, it is a demand—by some doctors for a fairly substantial payment before they will write a medical history that the member can use to help his constituent launch an appeal. It has been suggested that perhaps—

**Hon. Mr. Alexander:** What was the suggestion?

**Mr. Sweeney:** Send the bill to the board. As a matter of fact, in a couple of case our constituency office paid the bill. That was the only way we could get it, but even that is starting to be questioned now by the administration.

**Hon. Mr. Alexander:** There are guidelines with respect to this.

**Mr. Sweeney:** We had a request for \$120 from one doctor for a four-page medical history statement. He said he had to sit down and spend almost an hour of his time, his secretary's time and dictating and typing time. He gave us an itemized bill.

**Hon. Mr. Alexander:** Yes, I see the problem. At the same time we do have guidelines with respect to medical fees. I hope Dr. McCracken can give you some indication as to the upper limit of charges for reports and medical services. Can you help us in this regard?

**Dr. McCracken:** Mr. Chairman, first of all I would not mind getting the name of the doctor who gave you that report for that price because that is quite a bargain these days.

**Mr. Sweeney:** That is what he told us. I complained like blazes and he said, "No, I could have charged you a lot more."

**Dr. McCracken:** We have accounts coming in that are higher than that by two or three times, which is rather disturbing, there is no question about it. This relates to payment for preparation of what doctors consider to be a medical-legal report. We tell them it is not a medical-legal report but they say, "We think that it is because the MPP has requested it, or a third party has requested it."

This comes under the purview of appeals. Possibly Mr. Warrington would like to describe how these are handled, because the report is not being generated at the request of the board, as you can appreciate, therefore we are not in a position to pay for that report until after the appeal has taken place. A decision is made when the appeal is over.

**Mr. Warrington:** Thank you, Mr. Chairman. Basically, Mr. Sweeney, we attempt to be fairly lenient on such reports at the appeals level, but one of the problems is simply that the report coming in from the doctor often gives no information that is not already on file. When that happens, I am afraid the appeal board in most cases will turn down the payment because it adds nothing to the hearing itself.

5:20 p.m.

**Mr. Sweeney:** The problem is the doctor will not give you the report until you pay for it. When we said, "Will you send it over to us and we will decide whether it is of any use to us and if it is we will pay for it?" they said, "No, you pay first and we will send you the report." If you pay you are stuck, you have paid the bill.

**Mr. Wildman:** Mr. Chairman, I just write the doctor back and say I do not get paid for any appeals, I do not see why he should.

**Mr. Sweeney:** If you have a constituent who cannot get an appeal without it, you are stuck.

**Mr. Gillies:** Is there any correlation between the acceptance of the report and whether the appeal is won or lost?

**Mr. Warrington:** No, it is simply a matter that the report will add new evidence in support of the issue at hand.

**Mr. Gillies:** So an appeal can be lost—

**Mr. Warrington:** And the report paid for? Yes, it is quite possible.

**Mr. Laughren:** But without the report, you do not know.

**Mr. Sweeney:** You do not know what you will get.

**Mr. Laughren:** Or even whether you should launch an appeal, until you have seen the letter.



**Mr. Sweeney:** So the member, if he has requested it, has to pay for that out of his own pocket and hope to be reimbursed at appeal time.

**Mr. Warrington:** If I may add: the injured worker's representative, whoever that may be—the worker's adviser or solicitor or union business agent—could, after reviewing the file, suggest by letter that there is not enough medical evidence on file vis-à-vis whatever the issue is and could we request from Dr. So-and-so, the attending physician, a further report? That would be given serious consideration.

**Mr. Sweeney:** I am sure you are aware that when an MPP calls a board and says, "I want to launch an appeal on behalf of my constituent," we are told pretty clearly, "Unless you have new medical evidence you have not got a hope." In other words, you have to go out and find new medical evidence. How do you do it?

**Mr. Laughren:** They do not tell me that.

**Mr. Chairman:** Have you finished your question, Mr. Sweeney? Mr. Warrington, have you exhausted these questions?

**Mr. Warrington:** Yes, I have no further comment.

**Mr. Chairman:** Mr. Chairman, any further points?

**Hon. Mr. Alexander:** Yes. I think there are 15 points to go from here. I do not know whether I can handle them all.

**Mr. Chairman:** I would like to remind you, Mr. Chairman, that there are exactly 34 minutes left and a list of four speakers with questions.

**Hon. Mr. Alexander:** Let me put it this way. I want to let my friends know I will try my best to answer all questions. I hope I have done a fairly adequate job. It is not up to my usual high performance.

**Mr. R. F. Johnston:** I thought it was.

**Hon. Mr. Alexander:** Oh, did you? Thanks very much.

I will be very fast with this. You have 10 per cent business in 1979 in the letter. We want to see the letter. I think Mr. Kerr has explained that. Now we have the whole matter about the going-from-here business. In order to be fair to the other committee members I will stop and just say this: it has all been recorded in Hansard; we will undertake to answer all the questions asked.

**Ms. Fish:** On that point: to the extent that information can be supplied to members who have put questions on record, since we will be

coming back to discuss similar items or update the matter in the fall, would it be possible for you, Mr. Chairman, to ask that such advice be copied to all members of the committee so we have the benefit of the question on record.

**Hon. Mr. Alexander:** I am sorry if I left the impression that it would only go to Mr. Laughren; the usual practice, whether you are in Ottawa or in Toronto, is that information is submitted to the chairman who in turn makes it available to the rest of the committee members. We have done that in the past and we intend to continue.

As I said, with the going-from-here you have several points and we will certainly get involved with that.

I think we have had our little go at the universal plan. I do not think we want to go into that any more.

The only other thing I have, and check me if I have missed anything, is the biofeedback question. I hope you do not want me to answer that because I will not, with my limited knowledge, attempt to answer that question. Dr. McCracken, can you assist us with the whole issue of biofeedback?

**Dr. McCracken:** Mr. Chairman, Mr. Laughren yesterday made reference to biofeed. I presume that you mean biofeedback?

**Mr. Laughren:** Yes.

**Dr. McCracken:** The reason I think biofeedback is important is because the name is exactly what it implies. There is nothing mysterious about it at all. It opens up a vast new field in medicine.

I say a vast new field because more and more researchers are now realizing that for years and years, in the present medical model, we have been treating chronic pain the wrong way. I was highly suspicious of this. This is why six years ago we started looking at chronic pain at the hospital and rehabilitation centre, financing research projects to look at chronic pain. This is why we developed the pain identification and measurement module out at the hospital, which is still active in in-depth research.

Having made that point, what I am trying to say is that fortunately more and more physicians now are becoming aware that acute pain is well treated by them, but chronic pain is poorly treated by them. They are becoming aware now as to what they should be doing to treat chronic pain.

To treat chronic pain you do not give a person addictive drugs, for one thing. That is absolutely the worst thing you can do, we now know.

because all that does is make them more depressed, more dependent, more withdrawn and more difficult to ever involve in their own rehabilitation.

The researchers have pointed out clearly that the key to success in salvaging—and I use the term salvage with these people—is to encourage them in every way and means, by everyone who is involved with them—the doctor, the social worker, the member of Parliament, the clergyman; whoever has anything to do with that individual—to participate in their own rehabilitation.

Having said that, I will zero in on biofeedback. Biofeedback is a relatively new treatment. It has gone past the experimental stage. Professor Nachemson, who is professor of orthopaedics at Goteborg University in Sweden, presented a tremendous paper on this recently. He is firmly convinced that biofeedback is one of the major steps forward in the treatment of chronic pain, especially chronic back pain.

Other researchers are finding out the same thing. The Columbia Centre for Pain Research in Vancouver points out that traditional psychotherapy administered by psychiatrists is really of limited value in people who are suffering from chronic pain and the superimposed psychogenic factors related to chronic pain. They point out that almost invariably there is a superimposed psychogenic factor. I am sure that most of you people appreciate this in the dealings with your constituents who are so afflicted.

Other ways must be found to help these people. Up to the present time, studies carried out in the United States, Canada and Europe, all come up with the same figure, which is very interesting. That figure is that once the acute pain is passed—and I am not going to get into a medical lecture with you people but acute pain is that type of pain generated as a result of an injury for a short time. The same method of treating acute pain can be applied to chronic pain that is due to cancer and ongoing infection or sepsis, but a different type of treatment, that we now know is being developed, is required when the pain is due to a cortically generated pain.

Some of the doctors were almost on the truth some years ago and received quite a bit of criticism when they said to the patient—and now, of course, we say this is absolutely the wrong thing to say—“The pain is all in your head,” because it damned well was all in their head. The pain is being perpetuated by the

upper centres of the brain. As Professor Walters, the professor emeritus of neurology at the University of Toronto, has pointed out, it is impossible for an individual to imagine pain. I subscribe to that thesis.

### 5:30 p.m.

Biofeedback is one of the new treatment modalities whereby we are attempting to involve these people in part of their own rehabilitation and, by using certain pieces of equipment, we can feed back to them—this is the feedback in biofeedback—some of the biological processes that go on so they can get a readable return. In other words, they can see or feel the results of what is happening to them, to some of their bodily functions. Over and above that we are attempting to train—and we are succeeding—a significant number of these people to control some of these bodily functions. One of the things they can control is the level of pain.

At the hospital last year, we used biofeedback in almost 4,000 cases. The number has been increasing each year over the preceding four years since we became aware of this.

In the majority of instances, we use the electro-miograph to do this. This is a machine that reads the electrical impulses in muscles, be it a person's back muscle, arm muscle or leg muscle, or in the case of headache the electrical impulses related to the muscles along the side of the skull. The patient is instructed how to read these impulses that are being generated by part of his bodily functions. He then is trained to do certain things that will have an effect upon the level of electrical impulse.

We also use several other things. For instance, we will use a galvanic skin response. This is an electronic instrument that measures the resistance in the passage of electrical current through the thumb. It is dependent upon the amount of sweat or perspiration on the skin surface which changes the resistance, in ohms, to the current passing from the surface into the deeper structures of the thumb; it is such a small amount of current it is not perceptible except by a very sensitive galvanometer.

We use this for some of the people who have certain conditions of their hands where, following a neck injury, for instance, they will develop coldness and blueness of their hands and have a lot of chronic pain associated with it, and so forth.

We also use temperature changes, and some of you might have heard about this process. Very sensitive electrodes are placed on the patient, or he or she places them, usually on the

areas where the pain is being generated and a sensitive meter will measure the temperature of the skin surface. We now know that with proper training, a significant number of these people can actually start to control the temperature in their hands. This, in turn, has an effect upon the pain level.

In other words, we are using this to show people that they can participate in their own rehabilitation. That is really the nub of the whole thing. Once we can show them that they can participate in their own rehabilitation and can have something to do with the control of their own pain, a number of very interesting things start to happen. One, they stop taking all the drugs they have been taking for months and months, and they get the pills cleaned out of their drug cupboard at home. Second, they start to gain confidence because they know they can do something to help themselves and can do something to alleviate the pain.

But we think it goes beyond that. What we believe is happening—and Dr. Muldofsky of Toronto Western Hospital and his research team are now investigating this matter—is that by using biofeedback, we are then allowing that individual's body to start manufacturing its own built-in pain control drug, which is called endorphins.

Endorphins have been identified; we know they exist. They function similarly to morphine, but they are a natural chemical created by the body. We know that when people take analgesic drugs over months and months, this causes the body to stop manufacturing the natural chemical that will allow the pain level to drop.

By using this treatment, we believe we are now allowing these people to start regenerating these endorphins, and we have patients now who are saying for the first time, "I am no longer taking drugs, and for the first time the level of pain is dropping." We believe that the level of pain is dropping because the body endorphins are starting to come up to where they originally were prior to the accident.

We have a two-year research project going on this right now, jointly with York University. We are into our second year and expect that we are going to have some really significant information as a result of this research project. This is one of the areas we are addressing in the treatment of chronic pain.

The other is the transcutaneous electrical nerve stimulator, which is a little gismo like a portable radio. We now have over 1,800 of these

in use in patients throughout the province and we are currently analysing the results of this use. Again, that looks very hopeful.

That is just a thumbnail sketch on biofeedback; what it is, how we are using it. The people who are investigating chronic pain throughout the world are very interested and enthusiastic about biofeedback. Fortunately, we can take the ball and say we were in on biofeedback at the hospital almost from day one.

**Mr. Laughren:** May I ask you a brief question? Is the paper you referred to from Europe one that a layman could get some understanding out of?

**Dr. McCracken:** This was a presentation made by Professor Nachemson to the American Association of Orthopaedic Surgeons. I believe he is in the process of publishing his results, but whether they have been published yet or not I do not know. But, yes, I am sure that part of it would be understandable.

**Mr. Laughren:** Can I ask a final question and then I will let all the rest of the time be given over to other members.

**Mr. Chairman:** We can only hope that it is your final question, Mr. Laughren.

**Mr. Laughren:** When will you, Mr. Chairman of the WCB and Dr. McCracken, make an honest man out of your Premier (Mr. Davis)?

**Hon. Mr. Alexander:** I beg your pardon, sir?

**Mr. Laughren:** I thought you might want it repeated. When will you and Dr. McCracken and others make an honest man out of your Premier?

**Mr. Chairman:** Your question is a little out of order. Are you referring to biofeedback in any way?

**Mr. Laughren:** No. Build a medical rehab centre in Sudbury, which he promised us; that is why I say you could make an honest man out of him.

**Hon. Mr. Alexander:** I would not say he was dishonest in the first instance.

**Mr. Laughren:** I did not say he was.

**Hon. Mr. Alexander:** The implication was there, sir.

**Mr. Laughren:** If he breaks his promises.

**Hon. Mr. Alexander:** Well, I will not get involved with that. I think what you are talking



about is whether we are in a position right now to bring about more rehabilitation centres throughout the province.

**Mr. Laughren:** Well, my question was more precise than that. You might call it parochial.

**Hon. Mr. Alexander:** You want it in your riding, or close thereby.

**Mr. Laughren:** No, no; in the Sudbury basin, so it can deal with injuries suffered in that area, particularly in mining and forestry.

**Hon. Mr. Alexander:** I have some statistics with respect to the number of people who attend at the centre here. I think something like 490 come from the Sudbury region, which is about four per cent of the total.

I think this is the problem—whether we are in a position as a result of having four per cent, to recognize that by way of a centre in your area, or in Hamilton or in London or in any other place—and I appreciate what you are saying with respect to your area.

This matter is always under consideration. We raise it at every committee meeting. But I will be very frank and I will state now—

5:40 p.m.

**Mr. Laughren:** Ask the Premier to keep his promise.

**Hon. Mr. Alexander:** That question would be better asked of the Premier in the House.

**Mr. Laughren:** I have asked him.

**Hon. Mr. Alexander:** I don't know what he answered—

**Mr. Laughren:** That it's up to you.

**Hon. Mr. Alexander:** I am pleased that you raised the question. To be absolutely frank, we find that the circumstances do not warrant it at this time.

**Mr. McClellan:** Oh, right after the Premier said—

**Mr. Laughren:** He'll be mad at you.

**Hon. Mr. Alexander:** I don't know what the Premier said. I am telling you about the briefing I have had with respect to the matter.

**Mr. Laughren:** Maybe he should have had that briefing too.

**Hon. Mr. Alexander:** I want you to bring up this matter every year in case we change our mind.

**Mr. Wildman:** I do not think I am being parochial in the sense that you might so accuse my colleague from the Sudbury basin, but I do not think it is enough just to count the number of patients you have from Sudbury. It would

make a lot more sense to count the number you have from northeastern Ontario, if not all of the north, to determine what percentage might be better served by a facility in the north.

**Hon. Mr. Alexander:** I am glad that you got away from the parochial aspect.

**Mr. Wildman:** I would not even suggest it be in Sault Ste. Marie, which is in my riding.

**Hon. Mr. Alexander:** All right, let's put it this way. We will undertake to look at all areas in our future plans regarding expansion of rehabilitation centres. As it is an ongoing matter, we expect to see it come up every time we are here. One of these days you will not have to ask the question because it will be on the road.

**Mr. Laughren:** If for no other reason than to make an honest man of your Premier.

**Hon. Mr. Alexander:** No; our Premier, sir.

**Mr. Laughren:** I said, "your Premier."

**Hon. Mr. Alexander:** Whether you like it or not, it is our Premier and our Prime Minister.

**Ms. Fish:** Well said.

**Mr. Chairman:** Have you concluded your response?

**Hon. Mr. Alexander:** Yes.

**Mr. Chairman:** We have a list of four speakers: Mr. McClellan, Mr. Kolyn, Mr. Wildman and Mr. Johnston. You have approximately 14 minutes of time remaining.

**Mr. McClellan:** I will switch with Mr. Johnston, who has a matter of considerable urgency. I will go to the bottom of the list.

**Mr. R. F. Johnston:** My questions are all to do with asbestosis at Johns-Manville. I will deal with them all at once and then you can respond to them later, if you choose, so that the other committee members can speak.

One of the major concerns I have is the board's response to mesothelioma. It is now pretty well recognized outside the board that mesothelioma is specifically related to asbestos. It is a very definite, very specific disease.

The present board criteria say that the claimant must have 10 years' continuous exposure to asbestos and that there must be a minimum of 15 years between first exposure and the onset of mesothelioma. Those statements are just not relevant to that particular disease; I want to know when you are going to change that approach.

**Hon. Mr. Alexander:** As I understand it, we have never disallowed a case in that regard.

**Mr. R. F. Johnston:** Is that not your regulation; directive six, April 13, 1976?

**Hon. Mr. Alexander:** If you have a copy of our regulation, that will be our regulation. But the important matter is that we have never disallowed a case with respect to that.

**Mr. R. F. Johnston:** I wonder if it would not be a good idea to change the regulation as well.

**Hon. Mr. Alexander:** In the light of the fact that we have never disallowed it, it shows that there is some move afoot to recognize the needs in that particular area.

I do not mean to be flippant. If an upgrading of our criteria is called for, we will certainly look at the matter. The governing thing, however, is that we have never disallowed a case.

**Mr. R. F. Johnston:** The board's dealings with secondary cause of death have been of concern to me. Where you have an asbestosis victim—and it does not really matter what the percentage is, 20 or 30 per cent—going back to the work force, who dies of a heart attack or of some other cancer, there is always a great deal of difficulty in getting appeals through.

I want to refer to the Dodds case specifically, in which I dealt a great deal with the minister. Is the Dodds case being used as any kind of a precedent?

In the board decision: "In reconsidering the appeal board decision, the board concluded that the reason surgery, the normal therapy for this type of malignant carcinoma, was not undertaken, was due to the presence of a compensable asbestosis. The board therefore finds that the ultimate cause rather than the immediate cause of death of Mr. Dodds was a compensable asbestosis condition."

Is that being used as a precedent now for other cases, when we have ultimate cause being developed as a secondary cause? Is that now being acceptable as a precedent for other cases?

**Hon. Mr. Alexander:** I would say we dealt with this particular case on its own merits and it was based on proximate cause, as I recall it. I believe we felt an operation that perhaps was required was not able to be pursued, that is why the matter was dealt with as it was.

I do not think we have accepted it as a precedent as such, but this is one thing I have pointed out in my speeches regarding not only accident but proximate cause. I think we have to get involved with this sort of avenue, if you will, and we hope that Weiler, in his study on industrial disease, will come up with some reasonable alternatives to assist the board in this regard.

**Mr. R. F. Johnston:** I wonder if you could just verify a couple of things.

When a man receiving benefits dies after receiving a cheque for that month, is it the practice of the board for the widow to receive a call asking that the remainder of the cheque be returned for that month? Is that a policy?

**Hon. Mr. Alexander:** I cannot answer that question, but someone here will be able to.

**Mr. W. R. Kerr:** I shall consult.

**Mr. R. F. Johnston:** We will go on with other things. As I understand it, all widows are cut off automatically from receiving benefits, even if the man was receiving 100 per cent compensation. Is that the case?

**Hon. Mr. Alexander:** No, not if it is 100 per cent.

**Mr. Wildman:** How many collect 100 per cent?

**Mr. W. R. Kerr:** I think we have the answer to that. I was consulting with Mr. Darnbrough, director of the claims adjudication branch.

Dealing with the first question from Mr. Johnston: If the pensioner dies and he has not cashed his cheque, of course, the cheque made payable to the injured worker cannot be cashed by the widow, at least legally; so normally they do send that cheque back.

Our normal practice is to issue another cheque that would go up to the date of death.

Your second question was, if I heard it correctly, if a pensioner receiving 100 per cent permanent disability award from the board dies, does the widow receive a pension? Is that the question?

**Mr. R. F. Johnston:** Yes.

**Mr. W. R. Kerr:** That is crystal clear in the act. It says that if an injured worker, a pensioner, is receiving a 100 per cent permanent disability from the board and dies of any other cause, the widow is entitled to dependency benefit.

**Mr. Chairman:** I am afraid there is a vote. The bells are ringing. This concludes the committee's discussion of the—

**Mr. R. F. Johnston:** For goodness sake, we have a few minutes to go. I am coming to the important matter now and it is in terms of the way widows are dealt with. We have a few minutes, at least five minutes, before a vote takes place.

I want to raise with you the case of Mrs. Herb Barney. I raised it with the minister in the House. It is to do with letters I received, working on her behalf, when trying to get a

pension which was turned down; the adrenal cancer connection was not made. It is to do with what happened and the correspondence.

The first letter in the correspondence was dated December 18. I was notified that Dr. A. C. Ritchie was undertaking an investigation of Mr. Barney's death, which had occurred approximately two months before. On February 17, I received a letter from a counselling specialist which I will read to you:

"We have received Dr. A. C. Ritchie's findings concerning the cause of Mr. Barney's death. Unfortunately, it has not been established that adrenal cancer was the cause, caused by Mr. Barney's compensatorily recognized condition of asbestosis."

I conveyed the message to the widow and told her that there was no money forthcoming. I then received a letter on February 25, which said, "I wish to apologize for providing you with some misleading information in my previous letter of February 17, 1981. We have not yet received Dr. A. C. Ritchie's findings concerning the cause of Mr. Barney's death."

5:50 p.m.

I do not know how the hell that happened. I was put into a terrible position with that widow, who was quite distraught, understanding there was no money forthcoming, and I would like an explanation, for which I asked the minister in the House and which he has never given to me, as to how that happened.

Does that kind of treatment of widows take place on a regular basis, or is this just some abnormality? There is a big difference between having received an official report which will be the basis of whether or not someone receives a pension, and not having received it. How the heck did I receive that information?

**Hon. Mr. Alexander:** Sir, all I can say is I have a great deal of sympathy with what you have just pointed out. We realize we made a mistake. I want to tell you this in all seriousness. We try our best to be perfect and I want to underline that. But being human, every now and again we make mistakes, which is certainly disadvantageous to the person who is directly affected. We realize that we have made a mistake and we will be making more mistakes, but we are trying to hold them down.

We apologize; we are very sorry to have put you in such a position, and my instructions have been that we must try to humanize the board even more, if I am making any sense. Because this sort of thing is extremely embarrassing, not only to you and to your constituent, but to the other members of the board as well. So, I apologize.

**Mr. R. F. Johnston:** I just do not understand how it happens; how you say you have a report when you do not have it.

**Hon. Mr. Alexander:** Sir, I guess someone looking in a file thought it was there and wrote a letter accordingly. All I can say is we have to try to appreciate that these things can happen too often. They should not happen at all. We are trying to reach perfection because that is the only way we can—

**Mr. R. F. Johnston:** But what I am bothered about, Mr. Chairman, is that a decision was reached on a report that was not received. That was in the first letter. I do not understand how that could take place.

**Mr. Chairman:** My apologies, Mr. Johnston, for hurrying. I know this was a very important case you wanted more time on, but—

**Mr. R. F. Johnston:** I will be coming back to it to try to draw the connections between other kinds of cancers and giving more benefit of the doubt to these widows. Also I am really concerned, and I wonder if you could later on give me the information—do you have a list of all the widows from Johns-Manville? Is that being kept up to date?

The minister said to me in the House that I should have given him prior notice about this particular case, which we have been working on for months, because how could he be expected to know about these widows. My God.

**Hon. Mr. Alexander:** We are willing to do our best.

**Mr. Chairman:** If you could provide Mr. Johnston with a list.

Thank you, Mr. Chairman and your staff. This concludes our discussion on the 1979 WCB report. The meeting is adjourned.

The committee adjourned at 5:53 p.m.



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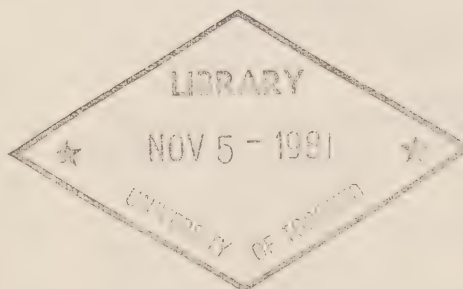
No. S-11

# Legislature of Ontario Debates

## Official Report (Hansard)

### Standing Committee on Social Development

Estimates, Ministry of Colleges and Universities



**First Session, Thirty-Second Parliament**

Monday, October 19, 1981

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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### **STANDING COMMITTEE ON SOCIAL DEVELOPMENT**

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Sweeney, J. (Kitchener-Wilmot L)

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**Substitutions:**

Gordon, J. K. (Sudbury PC) for Mr. Gillies

Wrye, W. M. (Windsor-Sandwich L) for Mr. Ruprecht

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

**Monday, October 19, 1981**

The committee met at 3:39 p.m. in room No. 151.

### ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

**Mr. Chairman:** This is the first session after our holidays. We have eight hours allocated for the estimates of the Ministry of Colleges and Universities.

I would like to remind our members that there will be a total of 67 hours to deal with estimates, including the ministries of Community and Social Services, Health and Labour, following the Ministry of Colleges and Universities, which probably will take us to the end of the first week of December, before we deal with any other government bills. So I would appreciate it if we could, in the questioning, dwell on the estimates and the facts before you.

Madam Minister, we welcome you.

I would like to make one little statement. For the last meeting, which was scheduled for last Tuesday I believe, we had copies of the minister's statement here. Thinking that the committee would begin its meeting, Mr. Grande received a copy, and Mr. Wrye.

It would be appreciated if the copy of the speech that was not presented by the minister is not considered as the speech that will be presented at the meeting today. That is my understanding. It is not necessarily the same.

So Mr. Grande, with reference to a question you asked in the House, the present copy that you will be getting is not necessarily the same one you picked up last week.

**Mr. Grande:** That is why I got another copy of the speech.

Mr. Chairman, on that point, I look forward to brown paper envelopes coming my way from any ministry, so when I have a copy of a speech by the minister handed to me, I make use of it.

**Mr. Chairman:** Normally, Mr. Grande, I guess the speech is distributed when the committee is in session and when the minister presents the statement. It was given with the intention that perhaps the committee would have started its meeting, and I just feel that it may have been an under-the-belt type of reaction—

**Mr. Grande:** Not at all.

**Mr. Chairman:** —in terms of quoting that particular statement in the House when the statement was not in fact made in committee.

I think in the future I shall ask the clerk not to distribute any copies of the speech until the committee meeting begins and the minister is making her statement.

**Mr. Grande:** That is fair enough. I just want to remind you that I did not get a copy of this speech in any kind of illegitimate way.

**Mr. Chairman:** We understand that, but if it is obtained by way of misunderstanding I think it would also be proper for a member of the committee not to make reference to a speech that has not, in fact, been made or presented. I thought it would be my responsibility as chairman to make reference to that, and in the future I guess we will be guided by the wisdom of past mistakes, and distribute copies of the speech after the minister has given it.

I am not apologizing for anybody, just making a statement.

So welcome, Madam Minister. We would like to welcome Dr. Harry Fisher—

**Mr. Cooke:** Mr. Chairman, what happened is not completely unusual. I do not think you should overreact.

**Mr. Chairman:** To me it is unusual because I have never been a chairman of a committee. As a matter of fact, I guess you learn the unusual as well as the usual in procedures.

I believe Dr. Harry Fisher is with you as well, Madam Minister, and will Mr. Benson Wilson be available for the estimates?

**Hon. Miss Stephenson:** Yes, with many others.

**Mr. Chairman:** So we shall begin with the statement from the minister, as we start on the estimates.

Madam Minister.

**Hon. Miss Stephenson:** Thank you, Mr. Chairman.

Members of the committee, I am pleased to introduce the post-secondary section of the 1981-82 estimates with a brief statement outlining a number of particularly important developments since this committee debated the 1980-81 estimates.

First, however, I would like to comment on the uncertainties and threatening implications of changes in the Established Programs Financing Act. The current EPF arrangement is a revenue-sharing arrangement which is now due for renegotiation. The provinces have not as yet been notified of the federal government's official position, and may not be so notified until that position is announced in the forthcoming federal budget, if then.

In the meantime, the provinces have been barraged by a stream of statements from federal ministers and federal officials, who have spoken about major reductions in transfers and more intervention in provincial programming to address national goals.

A massive reduction in federal transfers would, in itself, adversely affect all provincial programs, including post-secondary education. It has, however, been suggested that a large part of the federal reductions would be directed at post-secondary education, with the possibility of some of the savings, so-called, being redirected at target programs. This could result in great dislocation in the post-secondary system of all of the provinces, and target funding may produce an unfortunate intrusion into the autonomy of the provinces to set policies and priorities in education.

Ontario's funding restraints on post-secondary education until now have been absorbed without government intervention and without serious damage to objectives, but reduction in EPF transfers at their most severe would have major implications for the structure of the system and for objectives in the areas of faculty numbers, fee policy, et cetera. Such reductions would clearly exacerbate the already pressing problems identified in the report on the future role of universities.

Ontario does not disagree with the notion of a federal role in discussions of what might be called national policies in post-secondary education. The Treasurer (Mr. F. S. Miller) said in the May 1981 budget that the provinces collectively should re-examine the matter of how procedures might be developed for the federal-provincial discussion of national priorities in post-secondary education. I am willing to support a forum for such consultation. I also agree that ways should be sought to give greater visibility to the federal contribution. However, both the suggested reductions and the proposed targeting will have a very damaging effect.

The uncertainty created by EPF is thus making it very difficult for us to address the

recommendations of the Committee on the Future Role of Universities In Ontario in a meaningful context. Enrolment patterns form part of that context, and I should like to begin the body of my remarks with a consideration of enrolment.

Between 1976-77 and 1978-79, Ontario universities experienced a 2.9 per cent decline in total enrolment, but last year I reported that this decline had stopped. In fact, total undergraduate enrolment increased over the previous year by 4.1 per cent. This involved a 3.8 per cent increase in full-time undergraduate enrolment and a 4.6 per cent increase in part-time undergraduate enrolment. Preliminary 1981-82 data from the universities on full-time undergraduate students shows a 5.8 per cent increase in first-year enrolments, and a 3.6 per cent overall increase in enrolments.

In the near future, however, there will be a significant decline in the number of students in the 18-to-24 age group. Since 77 per cent of our undergraduates fall into this age bracket, universities will need to plan for necessary adjustments. But at the same time as this decline in the 18-to-24 age group, there will be an offsetting increase in the numbers of students aged 25 years or over. As the population ages, so it is likely that university students will be older than they have been in the past.

Enrolment in the colleges continues to increase. Full-time post-secondary enrolment, for example, increased 30.08 per cent between 1976-77 and 1980-81, and preliminary figures indicate a further increase of 6.8 per cent in 1981-82. Part-time course registrations increased 9.7 per cent between 1979-80 and 1980-81.

Enrolment of fee-paying students in short programs, which include, amongst other things, English as a second language and a wide range of occupational skill programs, increased by 35 per cent between 1976-77 and 1979-80.

**3:50 p.m.**

Enrolment growth and its causes continue to be studied carefully. It is clear that demographic trends are not necessarily absolute indicators of the potential demand for college facilities. College programs are geared closely to employment opportunities and to the operation of new methods and new technologies. The impact of decline in the 18-to-24 age group will not necessarily be reflected in college enrolment to the same degree or in the same manner as it will be at the universities.

Graduates from Ontario university programs continue to have high employment rates. The



employment survey of 1979, Graduates of Ontario Universities, which was completed in April 1980, indicated a 95.1 per cent employment rate, with 84.5 per cent of the graduates remaining in Ontario. A survey in the fall of 1980 showed that 91.27 per cent of college graduates were employed; 93.1 per cent of those employed were in a field related to their course of study. Over 90 per cent of those employed found jobs in Ontario.

There have, however, been indications of manpower shortages in the areas of engineering, computer science and business. I am pleased to report that in 1980-81 enrolments were increased in all these programs.

**Mr. Grande:** Pardon me for the interruption, but could the minister give us those figures again, because in the version I have, something is missing?

**Hon. Miss Stephenson:** Yes, there was an omission of the college employment figures. Is that what you are asking for?

**Mr. Grande:** Yes.

**Hon. Miss Stephenson:** A survey in the fall of 1980 demonstrated that 91.27 per cent of college graduates were employed; 93.1 per cent of those employed were in a field related to their course of study and more than 90 per cent of those employed were employed in Ontario.

I am sorry. That was accidentally omitted in the final copy. I wanted you to be aware of the college figures.

In May 1981 I wrote to the Ontario Council on University Affairs to seek advice and to convey government's concern about the manpower shortage in the scientific, engineering and professional fields. OCUA responded with a number of recommendations on how some of these short- and long-term shortages might be dealt with.

These recommendations will be considered as government develops an action plan to meet the predicted manpower shortages. I believe the economic welfare of this province will depend upon the ability of the educational system to prepare required manpower in response to demands from various economic sectors.

One of the vital components of Ontario's economic growth through the 1980s will be the continuing development of a highly skilled labour force. This will be essential to satisfy the expanded job opportunities created by the Board of Industrial Leadership and Development, whose initiatives are in the areas of technology, energy and transportation.

The growth of our educational structures in the 1960s and 1970s put Ontario amongst the leading industrial jurisdictions, creating a talented and highly educated work force. We now have a solid base for the diverse requirements of high technology industries.

To build upon this base, the province will invest some \$200 million over the next five years on long-term manpower initiatives. They will focus on developing on our own skill requirements, retraining existing manpower to adapt to changing technology, and achieving a closer link between our educational institutions and the needs of the work place.

With these goals in mind, the following initiatives have been funded by BILD in the 1981-82 year:

A special capital fund of \$8 million has been provided to upgrade equipment and facilities in the colleges of applied arts and technology. This special capital fund has been used to purchase new equipment and to replace equipment which has become obsolete. The emphasis is to provide funding for equipment needed to support the training of skilled manpower required for new industrial technologies.

Last spring BILD announced two new programs of support for university research: the research equipment grant program and the matching research grant program. The second of these is a new program of incentives to encourage universities to seek new research contracts with industry. The Board of Industrial Leadership and Development will provide up to \$10 million for these two programs in 1981-82 and the Ministry of Colleges and Universities will administer them.

Although my comments have focused on particular programs, such as engineering and business, I should like to point out that Ontario's 15 universities, 22 colleges of applied arts and technology, Ryerson Polytechnical Institute and the Ontario College of Art continue to provide a wide range of opportunities for professional education, liberal arts and science education and specific occupational training.

This year has seen the publication of an extremely important document by the Committee on the Future Role of Universities in Ontario which will make a significant contribution to educational planning in this province. The report was one of a number of ministry reports that are being carefully considered over the next few months for policy formulation. Other ministry reports include Polytechnic Education in Ontario and The Third System, which deals



with continuing education. A major study of growth in the colleges of applied arts and technology system is also under way and will also contribute to the addressing of the future of post-secondary education in Ontario.

The Committee on the Future Role of Universities in Ontario was formed in November 1980, and was asked to develop a public statement of objectives for Ontario universities in the 1980s; to relate the cost of the objectives to funding levels; to consider modifications to funding mechanisms to encourage voluntary institutional adjustments and interinstitutional co-operation; to define more clearly appropriate joint roles of individual institutions, the Ontario Council of University Affairs, the Council of Ontario Universities and the government; and to recommend other policy changes which might improve the universities' ability to meet their objectives.

The committee's preliminary report was produced in March 1981 and the final report was released in August 1981. I plan to make policy statements on future directions for post-secondary education in Ontario either late this year or very early in the new year.

The Ontario student assistance program is an important program in this province. In making efforts to ensure adequate funding for our colleges and universities, we must also ensure that our young people have the means to attend these institutions. I am pleased to report that funding of the Ontario student assistance program was increased by 16.4 per cent over the previous fiscal year, an increase of some \$13.8 million. Of this amount, \$4.2 million was set aside to cover increased tuition fee costs for those qualifying for student assistance. We have been unable to enrich the grant plan to the extent desired, however, because of the growth in cost of the Ontario student loan plan.

This program, which was initiated in 1975 to assist those students whose needs were not being fully met by Canada student loans, has grown dramatically in the past three years. This increase in growth is partly due to increased interest rates. Even more important, however, is the fact that the Canada student loan maximums have not been effectively raised since 1974. While student costs have increased, no additional assistance from Canada student loans is being received by the student. The Ontario student loan plan, in most cases, meets the student's full increase in costs and consequently the program's growth has been dramatic: a 100 per cent increase to \$6.4 million in 1981-82.

In terms of student assistance in the future, we are anticipating some changes resulting from the report of the Federal-Provincial Task Force on Student Assistance. While we see some improvement in the overall objectives and the principles of a new national plan of student assistance, it is possible that, in order to obtain agreement on a new plan, Ontario's overall program of student assistance may be eroded. Follow-up to the report will be the subject of further discussions by the Council of Ministers of Education with the Secretary of State as soon as a meeting can be arranged.

**4 p.m.**

It would appear, if the federal government proceeds as expected, that more federal funds will be channelled to student assistance. However, this additional federal involvement in student assistance, which has declined from 50 per cent in 1966 to 26 per cent of the total expenditure in 1980, will likely be made at the expense of transfers under established program funding.

Mr. Chairman, I would now like to address the whole picture of industrial skills development. Over the past several years, Ontario has made significant advances on this front and I shall be relating our specific achievements, and particularly those of the past year, later on.

Despite these positive advances, the scene has been clouded recently with uncertainty. Since 1967, the Adult Occupational Training Act has maintained the framework for co-operation between the federal government and the provinces for the implementation of skills development. This past summer, the Hon. Lloyd Axworthy, the Minister of Employment and Immigration, issued a document known as the Dodge report which called for a radical restructuring of federal-provincial arrangements. In public statements, Mr. Axworthy has confirmed his government's intention to proceed with these changes. There are inferences of shifts in the nature of federal support and of an intention to duplicate existing provincial training facilities.

Consequently, I met with my colleagues from the other provinces and territories to discuss a number of vital labour market issues and concerns. At that meeting, the ministers identified a number of ways in which future job markets should be met and I have commented specifically upon the training component in a separate statement which has been distributed to you.

Mr. Axworthy, at that meeting, committed to

prior consultation on these matters and a federal-provincial meeting has been scheduled for November. We have as yet received no specific response to the concerns expressed by provincial ministers at that meeting. Notwithstanding these uncertainties, I should like to outline positive achievements in industrial skills development in Ontario.

Mr. Chairman, the budget of the training in business and industry program—TIBI—has been increased from \$3.5 million to \$8.5 million through the BILD funding mechanism. TIBI, by its very nature, involves co-operation with industry to train existing employees in the work place, using facilities and equipment provided by the employer.

The additional \$5 million TIBI fund for 1981-82 will also be used to place emphasis upon upgrading existing skills to meet the demands of new technologies and to provide new skills to employees in danger of being made redundant by changes in production methods. To date, 81 proposals have been approved for a grant value of \$888,614 for such initiatives as circuit design and development, photochemistry, computer-assisted design, robotics, microbiology, tissue cultures, et cetera. As with the original TIBI program, funding arrangements for TIBI II will provide up to one third of the value of training, making this a cost-sharing initiative, with employers and trainees supporting the remainder of the costs.

With regard to apprenticeship, I am pleased to be able to report that the number of active apprentices in Ontario is growing at a rapid rate and is on target in so far as our immediate and longer term goals are concerned. The annual increase over the last year is well above 15 per cent, and the number of active apprentices today exceeds 38,000—a figure which is more than double that of 10 years ago. Indeed, in 1981, for every 1,000 persons employed, nine were apprentices. Ten years ago for every 1,000, six were apprentices.

This is clear evidence of the increasing role of apprenticeship training in meeting Ontario's skill needs. Nor is the regulated apprenticeship system itself the only area of industrial training in which expansion is occurring. For many employers, nonregulated training schedules are in place to meet their particular needs, and, for many others, Ontario's flexible modular training program fulfils their specific job requirements.

Ontario's need for skilled manpower is also being met through linkage programs which

bridge the gap between the school and the work place. As most of the members of the committee know, Linkage I was designed to enable young people, interested in a career in skilled occupations, to be linked to actual employment situations during the school year. In this way, they obtain a reduction in the number of on-the-job training hours, in addition to an exemption from a portion of the academic work required for an apprenticeship.

At present, nine occupations are offered under this program and others will be added during 1981. As of June 30, 1981, approximately 6,918 grade 12 students from 304 schools had participated in Linkage I. Every effort will be made to assist these students to find related employment through existing means, both federal and provincial.

Linkage II is being designed to assist students to gain credit for skills achieved in secondary school courses in related college certificate and diploma programs. Pilot projects have begun in drafting, welding and electronics, and curricula for business and commerce and the woods industry are under development.

Through linkage programs, as I noted earlier, we hope to bridge the gap between the school and the work place. It is within that context of helping young people to find their place in the job market that I refer to the Ontario career action program at this time. Although not specifically related to skills training, OCAP provides unemployed youth, who have been out of work for six months or more, with relevant work experience in private industry. The program also assists them to develop marketable skills. In 1980-81, 8,984 trainees were placed in experience programs and 77 per cent of that number either returned to school or secured employment at the completion of their project.

Community industrial training councils—CITCs—play a key role in the success of the employer sponsored training program. Fifteen new CITCs were formed during 1980-81, bringing the total to 63. With their support, 3,419 students have enrolled in designated skills shortage programs up to July 31, 1981, and 350 have completed training. The other needs of local employers have also been addressed through such programs as train the trainer, productivity management and manpower planning workshops.

Skills training is further augmented through the medium of the Canada Manpower industrial training program and the training in business and industry programs, which I mentioned



earlier. The total enrolment in these programs for 1980-81 was 14,897 and 84,025 respectively, representing a significant investment in Ontario's future.

Mr. Chairman, I am pleased to indicate to you and to the members of the committee that we have moved to realign the ministry during the past two months in such a way that our focus upon industrial skills development, including apprenticeship, manpower training and retraining, Linkage, will be encompassed within one division under an assistant deputy minister. We have been fortunate to be able to second to the ministry to serve as ADM of the new skills development division, Mr. Ken Hunter, president of Conestoga College. In the next two years, considerable emphasis will be placed upon this area of activity.

The clientele served by the new division represents most employers, a large proportion of the present work force whose skills now need or will need to be upgraded, and those whose lack of skills impede their entry into Ontario's work force.

The skills development division must provide leadership and co-ordination to business and industry, organized labour, educational institutions, other government departments, to the people of Ontario in the work force, and to young people who are seeking to find their place in working life.

Mr. Chairman, as you can appreciate, we are discussing a vast area which has enormous implications for Ontario's future growth and prosperity. I have touched on only a few items amongst many of interest to this forum and to the people of this province. I look forward with enthusiasm to this important discussion of the estimates for post-secondary education in 1981-82.

**Mr. Chairman:** Thank you, Madam Minister. A very challenging statement. I am sure it has stimulated every committee member's interest. We will begin with comments on the statement from the official opposition members. Is Mr. Sweeney or Mr. Wrye going to begin?

**4:10 p.m.**

**Mr. Wrye:** I am, Mr. Chairman.

**Mr. Sweeney:** They are getting tired of listening to me.

**Mr. Chairman:** We have been so impressed by your past performance, Mr. Sweeney, that we thought you would continue in the same capacity today.

**Mr. Wrye:** Before I begin my prepared remarks, I just want to make a few comments on

the revised introduction to the minister's opening statement as it concerns a current spate of rumours on established program financing. I might say that I have no doubt the comment in the second paragraph, that a massive reduction in federal transfers would adversely affect all programs, is certainly an accurate one. However, I would question perhaps the opening comments in the third paragraph that the restraints in Ontario's funding on post-secondary education have so far done no serious damage on the objectives. I have been conducting a tour of Ontario's universities and have found that comment runs counter to the views of many university presidents and other administrators. I suppose we can get into that matter a little later.

I am also disappointed that in conclusion the minister suggested that the uncertainty regarding established program funding makes it difficult to address the recommendations from the committee on the future role of universities. I know that the university presidents and others in the academic community are very anxious to hear the government's response and we all are well aware and can appreciate that, should there be dramatic changes in the federal budget on November 3, there might have to be some further adjustments to the government's direction.

However, it seems to me to be a bit of a red herring to suggest that, after all of this time of underfunding, we have to wait until the federal government makes its comments on established program financing before we can hear absolutely any comment on the response of the government to the Fisher committee report.

**Hon. Miss Stephenson:** That is not what I said.

**Mr. Wrye:** I might note that while the minister did not, in her opening statement today, read that section of the opening statement she had last week which used the word "restraint," that comment certainly remains in my mind and is a very unnerving one for all of us who hope that the key recommendation of that report would be adopted.

Mr. Chairman, I am pleased to have the opportunity this afternoon to address a few remarks at the outset of the consideration of the estimates of the Ministry of Colleges and Universities.

We come upon this topic at a very important time in the province's history. In order to understand where we are and where we should be going in the decade of the 1980s, perhaps it is



best to reflect for a few minutes on where we have been in the area of post-secondary education.

In the last quarter of a century, Ontario set up a system of post-secondary education which some people believe was one of the finest in North America. The system originally included the university system along with Ryerson Institute of Technology, later called Ryerson Polytechnical Institute as its role in the post-secondary system evolved. Later, it was determined that there was another median step and so the colleges of applied arts and technology, commonly known as community colleges, were set up and they too played an important role in the decade of the 1970s.

The role of the post-secondary system throughout the 1960s and 1970s, at least until the latter part of that decade, was a generally successful one. The system provided a better educated populace, it allowed for significant advances in research and development, and it provided skilled manpower for Canada's industrial heartland. But now the key players in that system are telling us that times have changed and that a very serious malaise has set into that system. In short, what they are telling us is startling.

They tell us the signals they are receiving from the ministry as to their role in the decade of the 1980s remain unclear and that there is not adequate funding, even to carry out that handful of mandates that are clear to them. They tell us that the goal of equal opportunity for all qualified men and women to benefit from post-secondary institutions in Ontario is slipping further from our grasp. Equal opportunity to accessibility may forever remain an unfulfilled dream.

They tell us that they have been forced to lay off staff and to eliminate programs, programs necessary for Ontario's growth in the 1980s. They tell us that the intellectual surroundings for post-secondary institutions are deteriorating. In fact, they tell us that there is a serious problem in even the maintenance of physical plant.

They tell us that they are less able than ever to make a contribution to local economies in the towns and cities where they are located, a price those towns and cities can ill afford to pay. Finally, they tell us that they will be unable to provide research and development, a critical component of the economic growth needed in Ontario in the decade of the 1980s.

Who are those players, you might ask, who are those people who complain so much about

the system? They are the very people intimately involved in it. They are the administrators; they are the faculty; they are the students; they are even the government's advisers. Even more distressing is the fact that the post-secondary system in Ontario appears to be losing the support of society in general. The man in the street, whose backing is crucial, can no longer discern that the system is one that should be benefiting him.

I want to address myself for a few minutes to a number of very specific areas of concern. The first area is money. Whether we like it or not, the funding of the post-secondary system in Ontario is the very lifeblood of the system. Without it, most of the other inadequacies can never be solved. Already many of the things that made the post-secondary system such a good one in years gone by are turning sour. I want to be very specific, so I would like to beg the committee's indulgence for a minute or two while I give them a few numbers which will illustrate as clearly as I can what is meant by underfunding of this system.

In the decade between 1971 and 1981, according to the Council of Ontario Universities, Ontario fell from third place among provinces in the level of operating grants per student, to last. A 1980-81 estimate for operating grants of \$4,453 lags far behind even the mid level, which was Saskatchewan, which ranks fifth at \$5,376. The committee can see that on a per student basis Ontario, in operating grants, is almost \$1,000 behind even the middle average. It is almost \$2,000 behind Newfoundland, which heads the list, with almost \$6,300 per student.

The next set of figures I am going to give you relate to the period from 1974-75 to 1978-79 and are contained in the March 1981 report from the Ontario Council of University Affairs, the government's own advisory body. In that period of five years, Ontario slipped from its third ranking position on total operating income per student, to the eighth place in the system. I should remind the committee at this point that these rankings are on an interprovincial basis.

So let us see what the impact of that decline in operating income has been. To illustrate, I would like to offer recent statistics in two areas, expenditures for equipment and furniture, and library acquisitions. Taking a four-year period from 1976-77 to 1979-80, and using constant dollars, the expenditures from operating revenues at Ontario's 15 universities, plus Ryerson and the Ontario Institute for Studies in Education, declined from \$23.4 million to \$18.7

million, a drop in expenditures for equipment and furniture of almost five million constant dollars. So, while the government may argue there has been a modest increase in the total dollars laid out in this area, the drop in purchasing power has been nearly 20 per cent during that four year period.

The same pattern shows up in terms of library acquisitions, and let it be very clear that libraries form an integral part of the intellectual development of students while at post-secondary institutions. During the same four-year period, again using constant dollars which determine purchasing power, the spending on library acquisitions from operating income declined from \$10.6 million in 1976-77 to \$8.4 million just four years later, a precipitous drop of over \$2 million during that short, four-year period.

I could go on. I could cite a number of other facts. For example, in 1979-80, Ontario was last in terms of expenditures by total personal income. I could tell you that during the most recent four-year period Ontario government operating grants to universities rose just 19 per cent, while expenditures in other social areas, such as health spending, rose by 43 per cent. Resource development, justice, social development, hospitals, all increased by at least 20 per cent. This is not to say that other expenditures are any less worth while; it is to say that the universities, and indeed the whole post-secondary system, appear to have become the whipping boy.

4:20 p.m.

In fact, Madam Minister, I might remind you that during the last session of the Legislature I had occasion to point out to you that, according to the Ontario Council of University Affairs, not only is Ontario last among all jurisdictions in Canada in operating grants, we have fallen to last in all of North America with the exception of just four states in the United States. In other words, if one takes 60 jurisdictions in North America, Ontario has slipped to fifty-fifth.

The minister was reminded during the session of the comment of the president of Ryerson Polytechnical Institute, Brian Segal, who, in a speech to the Canadian Club on April 13 of this year said, "The province was underfunding the system and it"—the system—"was running down."

One final point: The government operating grants broken down to each and every one of Ontario's universities show the impact of the devastating underfunding of the entire system. Let me use a couple of what are admittedly the worst examples. These are institutions, none the

less, which are trying to remain open, trying to remain viable and remain attractive and important to their student bodies.

During the four years from 1977-78 to 1980-81, at a time when the cumulative increase in the consumer price index was just under 43 per cent, the cumulative increase during that time for the system was 30.5 per cent. Some schools, such as Carleton University, received less than 26 per cent. Trent University in Peterborough, the university I visited some two weeks ago, received during that four-year period an increase on a cumulative basis of just 17 per cent.

I wonder how many people on this committee have seen their wages rise just 17 per cent in the past four years. Try to replace a book today for just 17 per cent more than it cost four years ago. Try to replace a chair or a desk. These are not frills, these are not luxuries, these are the very essence, the very necessities, of the post-secondary system.

This brings us to the most recent documentation of the crippling effects of the underfunding of the system and the very specific solutions proposed. I am referring, of course, to the final report of the Committee on the Future Role of Universities in Ontario, the committee headed by the Deputy Minister of Colleges and Universities and containing a blue ribbon panel of government, academic and business leaders. It was the *Toronto Star* which probably coined the best phrase for the final report of this committee when it termed the contents "a crushing indictment of the Ontario government's university funding policies."

The committee was set up late last year after a meeting involving the Premier (Mr. Davis), the minister and other cabinet members, and leaders of the universities, Ryerson, OISE, and the Ontario College of Art. I think it is worth noting for the record the terms of reference, five in all, established for the committee at the outset. They were as follows:

To develop a public statement of objectives for Ontario's universities in the 1980s, expressed in operational terms; to relate the cost of meeting these objectives to funding levels; to consider modifications to the funding mechanism that would provide appropriate processes to encourage voluntary institutional adjustments and interinstitutional co-operation to meet these objectives; to define more clearly the appropriate roles of the individual institutions, the Council of Ontario Universities, Ontario Council on University Affairs and the government of Ontario; and finally, to recommend such other



policy changes as are judged likely to improve the ability of the Ontario universities to meet the agreed upon objectives.

But the crunch, as the committee quickly found, was funding. Everything revolved around the level of support from the government of Ontario. To be sure, the committee proposed a series of funding scenarios in its interim report in March, but its final report asked the government to make a decision and warned it against any attempt to choose a middle ground.

Let me quote briefly from the report on the question of that middle ground, which the government is so fond of taking. I am quoting from the report:

"The temptation might be for the province and the universities to muddle through the decade in much the same way that they have been doing for the past four to five years. This is superficially the easy way, but it will ensure the demise of quality university in Ontario. There might be little rocking of the boat, but the first-class university system that has been developed would sink into mediocrity."

What does the committee ultimately recommend? I believe it is worth noting because the recommendation is a courageous one and it challenges you, Madam Minister, to press the Premier, the Treasurer (Mr. F. S. Miller), and indeed the entire cabinet, to commit themselves once again to the greatness promised so many years ago.

The committee recommends that funding increases during the 1980s be at a level that meets the cost of inflation and the cost of faculty and staff advancement and provides an additional \$25 million per annum for equipment and furniture replacement. It further recommends that adequate capital funding be provided to ensure sufficient funds are available to repair, replace and renovate the universities' physical plants.

We support those recommendations and urge the minister to make her support clear as we go forward in consideration of her estimates.

In conclusion, I think it is worth while quoting one more brief passage from the report, because it sums up the need to reach a decision on a firm direction much better than I ever could. "Short-run, stop-and-go policies present universities with serious difficulties. University programs run on long cycles. It takes years to train doctors, engineers and scientists; the PhDs of 1987 have already entered the system."

Before we leave the area of funding, I would be remiss if I did not speak up quite clearly and

quite forthrightly about our party's position regarding the future of established program financing and our discussion of funding the post-secondary system would not be complete without that.

Let me state, first of all, that we are in complete agreement with the task force report which came down earlier this summer from the committee chaired by Herb Breau, and which was unanimous in its main recommendations. I might note, in passing, that I was among a large number of members of my party who spent some time with Mr. Breau and Liberal members of the committee in private session, urging upon them the very recommendations they ultimately presented to the Minister of Finance. We are firmly opposed to any proposal that the federal government cut back on its dollar level of funding the post-secondary education system.

Perhaps we should digress a minute and go back to how we arrived at a situation where Ottawa is even debating whether to cut back. Let us go back to 1976 and 1977 when the present system was put in place.

At that point, the two levels of government reviewed the situation which had been in existence for some time. Since education is totally within the provincial area of jurisdiction and responsibility, the federal government had not been obligated really to support them in any way. But during the 1950s and 1960s, as college and university enrolment expanded rapidly, the provinces turned to Ottawa and asked them to supply some money. The level of these transfer payments had increased until, in the early 1970s, they reached about a 50-50 level; 50 cents from Ottawa for every 50 cents the provinces contributed. Each year the provincial government would submit its cost for post-secondary education and each year Ottawa would come up with half the bill.

However, in 1977 a significant change occurred. It occurred because of a request from the provincial governments, not because of a request from Ottawa. The provinces argued that since education was a responsibility that belonged to them under the BNA Act, they should receive unencumbered money—a lump-sum payment, plus a transfer of tax points—so that they could spend that money as they saw fit, without any federal scrutiny—without, as it were, big brother from Ottawa looking over their shoulders.

How have they spent that money? From the very outset there were some alarms raised that without anyone monitoring their activities, the provinces simply might not spend all the money



that was given. Here in Ontario that concern turned out to be true. In 1979, for example, we were able to demonstrate that the government of Ontario diverted some \$37 million of transfer payments for post-secondary education into other uses. When we raised the question in the Legislature, the Premier did not deny that charge. Indeed, he justified it only by saying that the money was Ontario's to do with as it wished.

Remembering that the federal-provincial shares were approximately equal before 1977, let us look at where they are today. The total sum of federal government transfer payments now add up to approximately two thirds of the actual total expenditures for the post-secondary system. When you add the 15 per cent, approximately, that students pay in tuition fees, you are left very quickly with the realization that this province is contributing only about 20 per cent towards the full cost of post-secondary education; from 40 per cent to 20 per cent in five short years.

In fact, there are other estimates. For example, in terms of academic and support services, we estimate the federal share is now at 80 per cent, the student share at 15.5 per cent and the provincial share at just five per cent, down from 16.5 per cent five years ago.

What conclusion can we draw? The natural conclusion, it seems to me, ought to be that what is needed to restore the system to its proper balance, to help return it to its former pre-eminence, is for Ontario to uphold its share of the bargain and put its share of the money back into the system, the money that it has taken out over the last five years.

To put it another way, the management of Ontario's post-secondary system in terms of financial arrangements has been a three-legged affair. Students who have had in the past the smallest leg of some 15 per cent of the cost of that system have upheld their part of the bargain. The federal government with a much larger leg—40 per cent in 1977—finds itself with a much greater responsibility today.

Finally, it is the very people who claim to be such effective managers who have failed to manage the system properly. The Ontario government was quite willing to take money from somebody else and cut back its own share, but now that the people from whom it was taking the money have said: "Hold on a minute. We cannot keep putting our share in," the government of Ontario is left short because it has managed the overall pie of post-secondary funding poorly over the years.

4:30 p.m.

The spinoff from the underfunding crisis which has hit Ontario universities can be seen in many ways. I would like to discuss a number of them for the next few minutes. I will discuss several of them briefly and one in some detail; perhaps we can expand upon all of them during the individual votes.

The first of these areas is an area which I would call insecurity. It has to do with the effect on morale that all of this indecision is causing throughout the system. Madam Minister, I was struck particularly by an advertisement placed recently in the *Globe and Mail* by the people who run Brock University. I would like to remind you and the committee of it; I am sure you saw it.

The headline was, "We Are Tired Of Being On The Hit List." This was in the *Globe and Mail* on October 2, just 17 days ago, when I prepared this speech. The advertisement pointed out that Brock University has been suggested as a possible victim of closure, should the rather Draconian proposal of the Fisher report be accepted. The university bought this advertisement to say that it is doing well, that enrolment is up and "won't people just please get off their back." The advertisement concludes, "In the meantime, stop picking on Brock; we are a solution, not a problem."

It seems to me to be counterproductive to the whole university system to have schools like Brock worrying constantly about whether they will be around tomorrow, next week, next month, or next year. Unless anyone thinks that Brock University is a unique example, let me deal with the case of Laurentian University, another university on the so-called hit list, which has found it necessary to spend time, money and effort in June of this year to put out a justification of its existence entitled, *The Impact of Laurentian University on the Sudbury Economy*.

**Mr. Chairman:** Mr. Wrye, for clarification: Has the ministry stated they intend to close Brock or Laurentian?

**Hon. Miss Stephenson:** Or any university?

**Mr. Wrye:** No, I referred to it as a so-called hit list. I would certainly agree with you, Mr. Chairman, that the Fisher committee was very clear to point out that they were naming no names of universities, but it did mention that as many as five could be closed.

**Mr. Chairman:** For the sake of clarification, you are referring to the Fisher report, rather than to a statement of the minister's or of anyone in the ministry?

**Mr. Wrye:** No, I am referring to a so-called hit list which has been subject to much press speculation. I would agree with you that—

**Hon. Miss Stephenson:** But it is pure speculation and nothing else.

**Mr. Wrye:** I certainly agree.

**Mr. Chairman:** Just to be clear and not to mislead the members of the committee.

**Interjection:** It is a Liberal hit list.

**Hon. Miss Stephenson:** It is a Liberal hit list, yes.

**Mr. Wrye:** It is clear that one university of this province feels itself to be on that list, Mr. Chairman. It is not an imaginary list.

**Mr. Chairman:** Just for clarification, the members of this committee surely should not be misled by—

**Mr. Wrye:** Surely the speculation on the so-called hit list is at least as valid as the speculation on any EPF cutbacks.

**Mr. Chairman:** Thank you, I am glad you are mentioning speculation.

**Mr. Cooke:** Mr. Chairman, if you have questions about statements of the critics, I suggest that you let the vice-chairman take the chair and you can ask your questions and make your comments at the appropriate time. Your statement was completely out of order and it is completely wrong for a chairman to make those kinds of statements.

**Mr. Chairman:** I don't think I was out of order, Mr. Cooke. I simply wanted the comments to be clear and not mislead the members of this committee, including yourself.

**Mr. Cooke:** I think anyone who has followed the problems of the university scene knows exactly what Mr. Wrye is referring to.

**Mr. Chairman:** This is why I thank you, Mr. Wrye, for specifically saying that you are referring to various speculations.

**Mr. Wrye:** Let me make it very clear that that committee makes it clear that somebody is on a hit list. Of course, as you know, there was some criticism that no names were mentioned. I certainly am not going to criticize the committee for not naming names, but someone mentions up to five universities being closed or having their current situation otherwise altered; so obviously it is not some kind of myth.

**Mr. Chairman:** Thank you for your clarification.

**Mr. Wrye:** I was speaking, Mr. Chairman and Madam Minister, about the case of Laurentian

University which found it necessary in the late spring of this year to spend time, money and effort to put out a justification of its existence entitled, *The Impact of Laurentian University on the Sudbury Economy*.

I might make a note in passing that Laurentian University was not the only one to do so. I am told that Carleton University has also done one. In fact, I have the document that it put out in an attempt to show the community just how important it is—and indeed it is important. These are academic institutions, institutions of higher learning, and yet they are reduced to trying to justify their continued being and the impact their closure would have on the city.

There is no doubt that the existence of every such institution in our province is of crucial importance to the communities in which they are located, not just to the economy of these communities, but to their very lifeblood. It seems to me that it is rather distressing that a university such as Laurentian would have to spend this time to prove that it is pouring some \$25 million, when one adds in the multiplier factor, into the local economy, and helping to create nearly 1,000 new jobs, jobs that otherwise would not be there.

The president of Carleton University, in a discussion that he had with me less than three weeks ago, expressed his continuing concerns over the impact that underfunding will have on his faculty and support staff. He made it very clear that he spends a great deal of the time trying to juggle his money so that he does not have to lay off any more people than absolutely necessary, and he spends a great deal of additional time talking to the faculty and support staff, trying to reassure them that there are indeed going to be jobs for them in the near future.

In the tour of universities which I have begun, a common concern has already emerged, a concern that is really taking up an inordinate amount of time as universities seek to deal with the impact of underfunding and the threats that are inherent in continued underfunding.

A secondary area of concern involves the question of research and development, a key area that will help, if anything will, to restore Ontario's economy in the decade of the 1980s. I might just take note for a moment of a comment very early in the final report of the Fisher committee. Dr. Fisher says, and I quote, and the committee says: "The committee has taken due note of the government's new economic development initiatives, the Board of Industrial

Leadership and Development, or BILD, and the proposed Innovation Development for Employment Advancement Corporation, or IDEA. To put it bluntly, neither BILD nor IDEA will be successful unless the universities that provide the base for innovations, technology and development are maintained."

If Ontario used to be Canada's industrial leader, it is also fair to say that Ontario's universities used to be the country's leaders in research; we are simply losing that advantage and the Fisher report points out what is needed to get it back.

There are many initiatives that can be taken in many fields, the fields of transportation, of communication and in the whole area of high technology. To be sure, there have been some tentative steps and the minister has outlined them today, and there have been some initiatives. However, the Fisher report has made it clear that, if funding is not adequately provided, the BILD program and the IDEA program, which the government ballyhooed and trumpeted during the campaign so highly, will in effect be stillborn.

I would hope that an adequate level of funding for research and development in the 1980s will be viewed as an excellent investment for the future. It is obvious to me that new funding is needed very quickly to bring the promise of research in universities to reality. What is needed and what is more important once the problem of funding is disposed of, is agreement between your government, universities and industry to move forward in areas of co-operation, so that we are maximizing our opportunities at each and every one of this province's universities, maximizing them to what surrounding and nearby industry can provide for these universities, and to the help the government can provide.

The third area I wish to touch on is what I will term the deterioration of services to students, who after all are the clients of the university system. I could offer a virtual litany of examples from university to university, from community college to community college, of the way in which the quality of service to the student client has gone severely downhill in the past few years, but I will limit myself to just a few to illustrate my point.

At the University of Toronto, botany students are forced to conduct their labs in converted washrooms. At the same institution, some classes, specifically in psychology courses, have up to 1,000 students jammed into a single

lecture hall. At Laurentian University there is talk that the upcoming fund-raising campaign will focus, among other things, on raising money to repair leaky roofs. Libraries will have to wait; repairs are the first order of priority.

At Algonquin College, the health services unit lost half its complement due to a sharp cutback in funding. Cutbacks in social services, including health care, are epidemic throughout the post-secondary system.

Finally, I want to spend some time this afternoon discussing the matter of accessibility to post-secondary education. I might say at the outset that I recognize that this is a very complex subject and one with no simple or simplistic solutions. However, it is not good enough to sit idly by in the hope that somehow accessibility will become a reality for Ontario students. To do so will be to continue the downward slide we are already noticing in this province.

I might say a word about the view of myself and my party on what accessibility means. Our objective in promoting accessibility is not to encourage every young person to attend a post-secondary institution, neither is it to seek or require equal participation in the student body by all the minorities of Ontario. Rather, it is to promote an equality of opportunity to gain access, or, putting it a different way, to ensure that barriers to access which are unrelated to academic achievement and personal choice play no role in the makeup of the student body.

**4:40 p.m.**

What has this government's response been in this key area? The Premier, when he was Minister of University Affairs, said, some 11 years ago, something on this topic I think worth repeating: "As we move into the 1970s, our major goal remains that of providing equality of educational opportunity to our citizens through to the most advanced levels. In specific terms, we feel that university places should be available to those who have the talent and the desire to advance their educational horizons."

Moving ahead a full decade, we come to the comments you made last year, Madam Minister, in a riding report to your constituents in York Mills. I want to quote them briefly for the benefit of the committee members: "In Ontario, I believe we have and will continue to strive to provide through a publicly supported educational system at all levels equal educational opportunity for all."

Further in that same report, you said, "Accessibility to higher education is, of course, one of



the primary social goals of the government." Just this spring, speaking in the Legislature, the Provincial Secretariat for Social Development (Mrs. Birch) made these comments: "There is no doubt that the policy of this government is that every student has access to our post-secondary institutions in Ontario. There is no doubt about it." How do your government's statements stand up to the facts?

Let me begin with some comments from the final report of the Committee on the Future Role of Universities in Ontario. On page 11 the committee lays out its conclusions in very blunt terms: "The briefs received and the comments made at the public hearings forcefully reminded the committee that access to university education remains far from equal across all social and economic groups in the province. Many groups in our society are not yet adequately served. Real equality of accessibility for all social and economic groups in the province is one of the challenges still to be met."

These conclusions are reinforced by a number of other recent studies at individual institutions. Let me quote some of the findings of two of these studies. The first is a University of Toronto study done last February entitled, Tuition Fees and Opportunities for Participation in Higher Education. It finds the disparity between higher and lower income enrolment at the University of Toronto has actually worsened slightly since 1976. Specifically, five years ago high income neighbourhoods turned out 16.16 students for every one student out of a low income neighbourhood. Today that figure has risen to 16.39 students to every one, not much of an increase, to be sure, but it shows the province is moving in the wrong direction—that the promise of the 1960s has not been kept.

Then there are the comparisons which emerge from three reports completed at the University of Western Ontario, the most recent last April. It concludes that there are fewer low- and moderate-income families sending students to the University of Western Ontario. In 1976, 64 per cent of student families earned less than \$24,000 a year. After allowing for inflation, those figures showed a decline to 50.7 per cent of the students in 1979 and a further decline to 47.3 per cent just one year ago.

Many other studies and statistics could be quoted, but the minister is undoubtedly familiar with just about all of them. They tell me, Madam Minister, and I take no joy in saying this, that accessibility in Ontario is beginning to

slip from our grasp, that the gains which led the Premier to make his bold statement of philosophy 11 years ago now are in very real danger of never being fulfilled, and that is a shame.

There is, in my opinion, a very real likelihood that the situation will worsen further, given inflation, declining real incomes and low-income families' decisions to put their disposable income into the current necessities of life rather than the long-term investment of education. The long-term effects are the widening of the gap between the wealthy and the not-so-wealthy, and damage to many families' hopes that the life their children enjoy will improve compared with their own.

In conclusion, I want to say to you, Madam Minister, that you are certainly aware that the proper funding of the system marches in lock step with accessibility. A properly funded system, which offers the widest variety of programs at each of Ontario's post-secondary institutions, is crucially important to the many students for whom such education will never be a reality unless public funding is maintained and increased.

I would also point out that we think tuition fees should remain at their present level until a detailed study can be completed on the impact of fees on accessibility. I believe there is a point beyond which the level of tuition will play a very real role in denying the equality of educational opportunity which the Premier referred to 11 years ago. There are growing indications that the point has been reached, and I expect it will be reflected, albeit five years out of date, when Professor Anisef completes his studies into current barriers to higher education.

Mr. Chairman, let me conclude by reiterating that I began my remarks by indicating that the entire field of government post-secondary relations had reached a critical point in our history. The climate of relations between all parties is not a good one. While I have limited my remarks to a few areas in which we see the results of this climate, namely, insecurity in the institutions, a declining standard of service to the clients of the system, a real threat to our ability to provide proper research and development to propel Ontario into improved economic times and a failure to improve the opportunities for accessibility to the schools, we all know there are other results as well. They share in common the result of your efforts to muddle through, to act or fail to act in the absence of some clear, publicly defined and understood plan of the contribution to Ontario's

wellbeing that post-secondary institutions are supposed to make.

The Fisher report is only the latest signal to you, though it is perhaps the most forthright statement, that Ontario needs to make some long-term decisions and it needs to make them now. If nothing else, breathing meaning and purpose into the system is incumbent upon you in the months to come. I only hope that you and the government respond in a positive way to that difficult task.

**Mr. Chairman:** Thank you, Mr. Wrye. We will now hear from the official NDP critic, Mr. Grande.

**Mr. Grande:** Thank you very much, Mr. Chairman. I would like to put the committee's minds at ease by saying that I will not read a statement. I do not consider these debates a series of speeches to be made.

I want to touch on a few areas. The Liberal critic dealt, in particular, with the history of Ontario's university system. That is all very well and good, but it is history. Right now, in 1981, we should be thinking of the university's future role.

I would like to suggest directions that I think this ministry ought to move towards, not necessarily directions that have been talked about. Many reports have talked about certain suggestions regarding skilled trades and skilled labour and professional shortages, et cetera. I want to put these things into context because 1981 seems to be the year where, as the proverbial saying goes, the chicken comes home to roost for this province's post-secondary institutions in terms of both universities and colleges.

A lot has been written about established program funding and possible cutbacks in that area. A tremendous amount has been written by Dr. Fisher and other members on the future role of universities. Therefore, it is really not necessary to recount the massive underfunding and the problems that go with it. They have been documented over and over again. The daily press writes about those problems day in and day out. Editorials across this province have voiced their opinions.

All the particular committees, which some people call buffer zones for the Ministry of Education and the Ministry of Colleges and Universities, have had input in the last four to five years from the Ontario Council on University Affairs, the Ontario Federation of Students (OFS)—you name it. They have responded in no uncertain terms about underfunding. I am

not going to mention or read to you the brief the Council of Ontario Universities presented in March 1981 to the Ontario Council on University Affairs about Ontario being last in terms of all the indicators they talked about. We all know that stuff. It is in the past. It is there.

**4:50 p.m.**

I want to zero in on the report on the role of Ontario universities in the future. Living in the past is a game I do not often indulge in. While it is nice to recount a time when things were great and jolly, when Ontario spent money left and right on colleges and universities and federal funding came in—they all remember the Diefenbaker years—to set up community colleges, that era is, however, gone. That era has come almost to an end. This is the era when provincial governments gang up on the federal government and say that it had better put its house in order because the economy of this province and the economy of this nation depend on that. That is how it was put. The speeches by Frank Miller and Bill Davis in Victoria at the first ministers' conference indicated that gang-ing up process. In terms of established program funding, certainly all the ministers of education and colleges and universities across this land have ganged up on the federal government.

I am glad that in her speech the minister did not reread that phrase about the continued constraint program that the provincial government is going to involve itself in. It was absent from the speech. I am glad to see that certain questions in the Legislature hit home, even though the press was not very much interested. You, Mr. Chairman, took offence at my using material distributed in good faith and received in good faith from this committee.

No talk about the constraint program leads me to think there is hope for Ontario universities. It leads me to think that perhaps the Fisher report's first recommendation is going to be acted upon and that the provincial government is going to make colleges and universities a priority item this year and properly fund them.

I really do not want to go over the report of the committee on the future role of universities in Ontario for the simple reason that the minister will say to me and to the committee, "This is in cabinet and it will be discussed in cabinet. I will have more to say at the end of the year or at the beginning of the year." I am willing to let it drop. I am willing to let the minister, the ministry and the government deal in a thoughtful way, I hope, with the concerns

and the problems expressed by universities and colleges in the last four to five years.

I certainly hope, and I am sure that Dr. Fisher and the committee people also hope, that we will not have another three or four years of not knowing what directions we are going in. The muddling, as talked about, has to end. You have to make a decision that protects the institutions which you or your government has established in this province, perfecting the institutions so that all qualified students have a place in the university or college system. That, basically, is accessibility. Let us not forget those first principles because those principles are important to the people of this province.

Regarding established program funding possible cutbacks, I understood—correct me if I am wrong—that the federal government made a cabinet decision on September 24 after a mini-battle, as the Liberals do have, leaving funding for university financing as it is. It should be improved as far as I am concerned. It is going to be cut back to the tune of about \$1.2 billion or \$1.5 billion. Most of that money which, supposedly, is going to be saved is going to go into students' assistance and manpower or professional shortages.

Universities could not foresee five to 10 years ago that those shortages would be coming up. The reason is that we do not have, as the Premier would like to think in buying Suncor, a window on the private sector. In other words, the private sector makes its decisions today and tomorrow wants all the trained, skilled people to man the fort. That is not the way the world moves. That is not the way it turns. The institutions need lead time to produce skilled tradesmen and skilled professionals.

Consistently, the private sector has been on the universities' back. Why do we spend so much money in universities and in colleges if we do not get the products to man our factories and our private institutions? The private sector has never been called to task in this province or in this country. The private sector has never been told that it cannot have the skills that it wants if it insists, and governments insist, that we have an economy that is unplanned. How can you predict that if the best predictions in the world fall short?

Let me give you an example. The talk now is of the shortage of professional engineers and of people in management and computer science, et cetera. But we find out from all the reports I have been able to read, namely, from the Committee on the Future Role of Universities in

Ontario and the Dodge report, the task force which recently was brought down in Ottawa, that all the courses in those particular professional groups are filled. There is no room. The problem is that people are not going into graduate studies. In other words, we do not find people getting their PhD in engineering. Why? Because the private sector pulls them out. The private sector says, "We need them and whether you are ready or not, come out." Of course, the carrot is the high wages that they command. Then they turn around, once they pull the graduates from the university system, and say there is a shortage.

### 5 p.m.

I really have problems and concerns with that kind of planning. I have problems in terms of established program funding. My problem is that while I desperately want to take the Fisher report, as it has been called, at face value and in good faith and say to the Minister of Colleges and Universities and to the government in Ontario, "You have to act on this report," at the same time I have a suspicion, a nagging feeling, that this is all part of the political game that is being played between the provincial and the federal governments.

It is all part of a game, it is all part of, "If you do this to us, if you pull the EPF on us, then we may have to close universities." You are right, it does not say that they will close universities, but it says, "We may have to close universities if the funding is not there."

What better way than for Ontario to say: "The federal government pulled the EPF funding from us, so therefore we cannot provide the funding to maintain our universities or to improve the programming in our universities. Therefore, it is those bad federal people, the federal boys, who are doing it to you, who are in essence driving us to close the universities?"

As I said before, I want to accept this report in good faith. I hope that kind of bashing between one level of government and another does not occur, because I am painfully aware that the people who are going to be hurt in the bashing are our youth between the ages of 18 and 24. As the minister was saying, by 1983 there will be a slight decline in our universities of that age group, but at the same time we will have an increasing number of people of 25 years and over in our institutions.

The people whose educational careers and educational futures are going to be hurt are those for whom the university system is there, to provide a service to those people. The people



who are going to be hurt are those who are working on a daily basis and in the evenings and during the summer to get courses at the university level so that they may get a degree. I happen to be one of those people who worked winters and summers to get the degrees I have and I certainly do not want to see this issue used as a political football between the provincial government and the federal government and reduce the availability of services to those people.

It is a very difficult decision, I grant you, that the government has to make. It is a difficult decision in terms of the battle you will face in your caucus from those people who will say: "What we need in this province are the MITs of the north. We need the private sector to get involved, if you like, in developing and bringing out or producing our professionals. Therefore, let us take away from the public sector and put our money into the private sector so they will produce what they need."

I think that debate, even though it started over a year ago, and the establishment of the Fisher report was nothing more than to appease certain of those people in the cabinet, will continue and you have a battle in front of you, Madam Minister, in caucus. But luckily Bill Davis is on your side because he has to protect his pride, he has to protect his jewels, his crown, the university system in Ontario. After all, he was the architect of the system. Between John Robarts and Bill Davis, he was supposedly the minister—

**Hon. Miss Stephenson:** You are not going back quite far enough.

**Mr. Grande:** Right, maybe I am not going back far enough—that may tell you my youth, I guess. However, the fact remains that I do remember John Robarts and I do remember Bill Davis and I do remember some articles I read at that time where both of these two gentlemen were taking pride in the system they were building, and they built a good system.

Now the burden, if you like, rests on you to make sure that system continues and that system functions well; and that is a big task. As I say, I hope you are going to accept that first recommendation of the Fisher report, because anything less than that, as Dr. Fisher and the other members of the committee said, will just mean a reorganization, will mean a change, will mean a change in the mission that the universities here on this globe for the last 500 years were to accomplish.

As I said, I do not have a prepared text, I am

not reading, I am just sharing with you some of the ideas I have. If, indeed, the private sector is saying to you and is putting pressure on the public institutions to produce the manpower the private sector requires and to produce it yesterday for today, then I would say to you that your response to the private sector—and, by the way, I had not read, I did not have a copy of the report you put before us today, or the speech you made and the lead statement on training at the Conference of Ministers with Manpower Responsibilities, though one of the general agreements supposedly of all the 10 ministers was that the private sector should play a more active role in training to meet skill needs.

What is the matter with the private sector playing a more important role? After all, it is the private sector that needs these skilled people. They are the ones who say, in effect, that unless we have these skilled people and professional people the economy of Ontario is not going to develop in the way we would like to see it develop. In other words, I am suggesting to you, get them to pay for it.

I return to the comments I made to you during the Ministry of Education estimates and I realize now my comments at that time in the skill training section in education were a bit misplaced. However, I was trying to make the point to you, as the Dodge report makes the point, that what we need is to make sure that we have off-the-job training, and that is one of the points they drive home. In other words, there should be training in our secondary institutions before you begin to do training in your co-op education, whatever you call it, co-operative education or training on the job or whatever, so that the students will have the theory in terms of the apprenticeship they are going to be involved in.

Otherwise, what you will find is that the private sector will develop or will teach our young kids the skills that the private sector requires in a particular plant, and as soon as that particular plant closes, or that particular plant lays off individuals, those kids will have nowhere to go because those skills are skills of the past and not skills of the future. Those skills, as the Dodge report and umpteen dozens of other reports say, are not transferrable.

**5:10 p.m.**

In effect, you have to say, "Private sector, you need these people; private sector, you pay for it." You have to say this in no uncertain terms. One of the things that has been discussed is the grant levy system. You were saying yourself that

it happens in Great Britain; not only there, it happens in many other European countries, but not in those terms. It happens in the other European countries where the private sector has responsibility and has requirements to meet those responsibilities. It happens in France, in Italy, Belgium, Sweden and West Germany, where the private sector is called upon to put up the bucks. Right now, in essence, here in Canada all the private sector does is demand and very little else—demand that a certain product be coming out of our system.

In terms of the problem of our universities not producing what we think we need—mind you this is just from a press clipping and it might not be true. However, the information of this press clipping comes from the Canadian task force study on labour market development in the 1980s. Basically, what it says is that we have produced our skilled tradesmen; it is just that the private sector in the last three to four years did not use them.

Once people are trained and they have skills, they will look elsewhere to find jobs, to find opportunities. As a consequence, we find we have a net loss to the United States of our skilled professional people, our engineers, our computer scientists. In other words, our universities are producing them; there are just no jobs available for them and they look elsewhere for jobs.

When the private sector says, "We need them," I think your answer should be clear and should be to the point: "Our public institutions can produce them. You give us the lead time necessary and we will turn them out for you. However, do not come to us today for tomorrow and expect to have all the people in place."

One university professor put it in more concise terms than anyone I have heard of in a long time. It was on Metro Morning on September 29, 1981, and Professor Paul Axelrod was speaking with Joe Coté. His statement was, "Ontario universities are now being punished for failing to solve economic problems over which they have little control."

Another quote from him: "The universities are expected to plan rationally for an unplanned economy. In the absence of carefully designed industrial strategy in which the government assumes a more direct role in guiding our economic recovery, educational planners will flounder in futility as they attempt to meet unknown manpower requirements."

Your own people in government in the Ministry of Labour, as I was saying to you earlier

in the Education estimates, attempted to do a report on the manpower needs in Ontario. By the way, the person who did it is no longer with the Ministry of Labour; he is no longer the chairman of the manpower commission. But privately, that person at one time threw up his hands and said, "How can you project manpower needs when you don't know what is needed, when nobody seems to give you the information in terms of what is needed?"

In other words, exactly what Professor Axelrod said is, "How can you plan for the manpower economic needs of a nation or of a province if you have an unplanned economy?"

I am sure the minister, with her commitment to the unplanned economy, to the ad hoc decision-making of private enterprise, will come at me in no uncertain terms about making that statement. That's fine, I accept it.

**Hon. Miss Stephenson:** You presume too much too often.

**Mr. Grande:** I do. I understand your realities, you see. However, the problem is that all the amount of tinkering we may be able to do in the next two years at the university level to produce the professionals required for the private sector, all the amount of tinkering in your apprenticeship program, in your off-the-job training—we will get into these things in the estimates.

Sure, you look disillusioned as if I am attacking one of your babies.

**Hon. Miss Stephenson:** You dare not do that with me, I'll tell you.

**Mr. Grande:** Do not be defensive.

The fact of the matter is that the on-the-job training, the apprenticeship system we have in place, all of the technical education we have in place will not solve the problems of the economy of this province.

Basically, the problems of the economy in this province, as my friend sitting next to me said, are there because we have the branch-plant type of economy. Our private-enterprise system is not going to be doing the research and development in this country, when they can plug into the research and development that their mother company or father company, or whatever relative it is, does in the United States. It is common sense. If you think that the companies here are going to be doing the research and development, are going to be training our young people, I think frankly you are deluding yourself; it will not come about.

Just to give you an appreciation of what I am talking about in some of the research and

development statistics we have been able to gather, one of the facts is that we buy 80 per cent of the technology we use. It is not produced here.

In 1977—and I guess these figures sound familiar because they were used at the time we debated the Innovation Development for Employment Advancement Corporation in the Legislature, that great promise for the future development of the province, the corporation that does not have a dollar to its name. In 1977, of Canada's population of 23 million employed, 21,519 were in industrial research and development and that represents 0.09 per cent.

To give you those comparisons that I talked about, with countries where they have a certain kind of planning in terms of manpower needs: In Sweden, with 8.3 million population, in 1977, 24,245 were involved in industrial research and development, or 0.29 per cent; in Holland, 13.9 million population, 26,448 or 0.19 per cent; in France, 53.5 million, 120,638 or 0.23 per cent in industrial research and development. In West Germany, 0.32 per cent of its working population is in industrial research and development; in the United States, 0.18 per cent of the population, in 1977; in Japan, with 150 million people, 305,740, or 0.27 per cent.

5:20 p.m.

Do you know where Canada stands in terms of research and development? It compares with countries like Iceland and Ireland. Those are the closest comparisons one can make.

**Mr. Sweeney:** What is the matter with Ireland?

**Mr. Grande:** I am not talking about what is the matter with Ireland.

**Mr. Sweeney:** That sounds like a racist statement, Mr. Chairman.

Interjections.

**Mr. Chairman:** I am sure Mr. Grande did not insinuate any racist comments.

**Mr. Grande:** I am sure the Liberal critic is being facetious at this time, but I believe that to be the case and I ignore that statement.

I am comparing research and development in those countries, and I am saying that the closest comparison to which one can come in terms of comparable statistics with Canada are Iceland and Ireland.

One other fact that should be taken into consideration very seriously is that one West Germany company, Siemens, with 30,000 R and D employees, has 42 per cent more researchers

in industrial research and development than does the whole of Canada, and we are wondering why our economy just stumbles along and why, with all the wealth of our natural resources, we seem to be not at the centre of research and development and of economic expansion in this country.

I think the decisions that were made in the past by our governments, both provincial and federal, have dealt us as a country a very severe blow. Right now we are probably comparable almost with a developing country.

I do not know, Madam Minister, what it needs to get you and your government and people at the federal level moving and doing some serious decision-making about our economic difficulties in this country and particularly in this province. The reason I am talking as I do is that I firmly believe that it is in our colleges and universities that the manpower for our economic development is going to be produced, unless you take a different direction and say to the private sector, "You have responsibilities here as well and you pay." That is basically a message which, from as much reading as I have been able to do, comes across loud and clear.

You might quarrel with the method. You might quarrel with the grant levy situation. You might say that this somehow is a socialist approach to the problems of the economy. That is fine. I am not going to say to you, "Accept socialist approaches to the economy." All I am saying to you is that with your approach do the things that are necessary for the economy of this country and this province to flourish. That is basically what I am talking about.

I want to go into the area of community colleges.

**Mr. Chairman:** Mr. Grande, I would like to just comment. Under standing order 48(b), "The chairman of a committee considering estimates shall apportion the time available among the minister, opposition critics and other members." With all due respect to the eloquence of your remarks, you have spoken about 10 minutes longer than Mr. Wrye. I would appreciate it, in all fairness to some of the other members of the committee who later on may have some questions, if you could discipline yourself perhaps in terms of time. It is only a request. We have been quite flexible with this.

**Mr. Grande:** I understand and I will do my best to comply with the request.

**Mr. Chairman:** Thank you, Mr. Grande.



**Mr. Grande:** As I said, I want to talk briefly about the college sector, the college part of your ministry, because there — and I am not going to repeat all the things I have said about the skills training—if anywhere, is the area that is in great need. What has been happening, as I have found from looking at it for the last four or five months in any kind of serious way, because that is when I accepted the responsibility for this portfolio, is that the cutbacks are beginning to hit that sector as well. I am finding that while the minister, the Premier and everyone else in government talks about skills training and the great need for skills training, cutbacks are going on in that very sector that will produce that manpower, that will produce the skilled tradesmen in this province.

I have brought some of these to the attention of the minister, I have brought some of these to Norman Williams, the chairman of the Council of Regents for Colleges of Applied Arts and Technology, and I am happy to say that a solution was found to the cutback that had occurred at Sheridan College.

Just to bring you up to date, Mr. Chairman, I am sure you are aware that the course called heavy equipment construction certificate—that is how it is referred to—a two-year course, was to be cut. In effect, the board of governors of Sheridan College at the Milton campus had made the decision to cut that program entirely. What they were doing is stranding—wait a minute, Madam Minister, just give me a few minutes.

In essence, they made the decision to cut it. They had sent a letter to all the students who had been accepted in that program. By the way, that letter was received, just for your information, at the end of June and the students at that time just did not know what on earth they were going to do. They had enrolled in the college with the hope of finishing the two-year program. At the end of June they received a letter saying, "Due to provincial cutbacks, we have to cut this program to a one-year course."

Madam Minister, I have the letters in front of me and I can read them to you. If you have any questions, you can contact Norman Williams, chairman of the Council of Regents, and he will fill you in, I am sure, on this.

**Hon. Miss Stephenson:** I have already been filled in on this one.

**Mr. Grande:** Very good. The fact remains that once action was taken, somehow, by some kind of magic, the board of governors of Sheridan College decided to reinstate the course

as a two-year program. However, instead of having 48 students entering the first year, they decided to have only 16 students. In other words, it is a serious cutback in terms of those skills. Okay, interrupt me. I said it is a debate. I do not want to speak all by myself.

5:30 p.m.

**Hon. Miss Stephenson:** It relates directly to the employment opportunities available for those students for one thing. Secondly, the decision was taken by the board of Sheridan College to evaluate the program to determine whether it would provide for employment opportunities, whether it needed to be a two-year program or whether a one-year program would suffice for it. That study was carried out by a committee which made recommendations to the board, which has now accepted the recommendations of the committee.

**Mr. Grande:** Very good.

**Hon. Miss Stephenson:** It had nothing to do with anything like that, and if anything happened to it, it was not related at all to the level of provincial funding. It was related to a decision of the board on the basis of the responsibility of that college to ensure that there were employment opportunities for the graduates of the program.

**Mr. Grande:** I gave you the opportunity to enter into the debate, and that is fine because I like your point of view. No, it was not that I like your point of view, but—

**Hon. Miss Stephenson:** No, I know you do not.

**Mr. Grande:** —I like to share your point of view.

**Hon. Miss Stephenson:** Do not go that far.

**Mr. Grande:** No. What happened in that instance is that when I contacted the people at Sheridan College at the Milton campus who were responsible for carrying out the decisions of the board of governors, in effect they told me it was because of the provincial funding and provincial cutback. If you do not like it, take it up with those people. Do not try to badger me with that. I am just reporting to you what they said to me.

**Hon. Miss Stephenson:** I am reporting to you what the facts are.

**Mr. Chairman:** I would appreciate it if you could continue with your comments. I am sure we will have an opportunity later on to carry on a dialogue or what you term a debate.

**Mr. Grande:** Sure. I just wanted to point out these areas, Mr. Chairman, and to point out the problem at Sheridan College, which, thank goodness, was resolved temporarily.

There is the problem of English as a second language, and the minister and I lock horns in the Ministry of Education debates about English as a second language for kids. The minister understands why I take that interest in the colleges and universities and the ESL program of George Brown and what happened with that program.

There is the problem of cutbacks in the program at Conestoga College. The photography courses were cut back there. The problem at Niagara College, which the member for Welland-Thorold (Mr. Swart) pointed out, was that a fee-paying student just did not have any way of entering a particular program because all of the seats in that particular course were bought by Manpower.

I know that you were saying you reserved 10 per cent and this was your policy, et cetera. However, the fact remained that for that course Manpower had bought all the seats. Why? Because those people at the colleges say, "The federal money is much more secure than the provincial money." That is right. That is how they term it. You are talking about the colleges. I am talking about the people we contact at the colleges. Federal funding is more secure. Therefore, what is happening is that in certain courses—Mr. Chairman, if you deem that you want to cut me off, just say so.

**Mr. Chairman:** No, I am not cutting you off.

**Mr. Grande:** Thank you very much, sir.

**Mr. Chairman:** I am reminding you that perhaps you would like to hear the response from the minister just as Mr. Wrye, I am sure, patiently awaits some of the comments to issues he has raised.

**Mr. Grande:** That is fine. I will hear the comments of the minister today, or we will hear the comments of the minister tomorrow. These are estimates of the ministry and I hope that you will understand, sir, I am trying to make my contribution, as little as it is, to the process.

**Mr. Chairman:** We would have appreciated a written statement from you. It would have minimized the problem of my interfering. If you have any specific questions on the votes, I am sure, as we proceed on the vote items, you could raise some of these concerns.

**Mr. Grande:** I am talking about a general concern. I am not going into the details of these

courses and these course cutbacks. I am talking about the general concern in that it appears cutbacks are going to come to the college sector in the future. I am wondering whether the ministry is already establishing a kind of political hierarchy of responses from that particular sector.

I happen to like open debate. I happen to think I have a point of view to express, the minister has a point of view to express and the Liberal critic has a point of view to express. We express those points of view and then we debate them. That is fair enough. But the minister is not allowing for debate of different points of view on the board of governors of the colleges in this province. I have a copy in front of me of the memorandum which was sent out by Norman Williams. Let me table it. I think it is important that particular memorandum is referred to, if I can find it. I had it with me. I am sure we will come to it in due time.

The minister will remember, or at least the minister's staff will be able to bring her up to date, that on June 25 or June 5 this year, Norman Williams, the chairman of the Council of Regents, sent a memo to the presidents and chairmen of the 22 colleges in the province. He said, in effect, that from this time on what is going to happen is that the people who are going to be on the boards of governors of the colleges will have to be decided upon by the Council of Regents in this province. The Council of Regents was given the power to appoint and dismiss people on the board of governors.

I do not understand what the game there is all about. Maybe the minister will assure me that it is just a little, insignificant thing. However, to me, that says why is the Ministry of Colleges and Universities interested in making sure that the people at the level of the boards of governors and the Council of Regents are of nonpolitical stripe? Where is the debate that should be going on in terms of deciding and coming to grips with the needs of the students and the needs of the people in those particular areas where the community college resides? Where is the community of the community college?

I will bring up in the estimates that certain groups in the community have tried to talk to the president of the college and to the board of governors of the college. Both the president and the board of governors said in essence, "The decision has been made and we cannot do anything about it." I will bring specifics. Right now I am just talking about a general kind of thing.

In other words, what I am saying to you is that if you are preparing yourself for the cutbacks that are coming into the college sector—as if the cutbacks have not been enough so far—then politically you are really preparing your groundwork. May I suggest to you that the kind of thing you are doing is, at least to me, politically unacceptable. I should put it on the record in saying that. Please do find out if I am wrong, and I am sure you will.

Mr. Chairman, in conclusion, as I said before, this is the year when university underfunding is going to be of crucial importance. The government, as the political expression goes, is on the hook right now. The government has clearly to make a decision about whether the universities will thrive in this province and whether accessibility to the students of this province is going to be enhanced, or whether it is going to make the decision to consolidate the system. We have seen the closure of elementary schools and of some secondary schools. Maybe, just maybe, we may see—I hope not—the closure of some universities in this province. I say maybe we may see, as the official report says we may have to close certain universities. I am not going to mention the names of the universities either.

We are in the problem right now of trying to match manpower needs for an economy which is unplanned. I would say good luck to you. Maybe you should involve yourself in a good study to see educationally what kind of a good guess you are able to come up with in forecasting manpower needs in an economy that is not planned. The skills and the lack of training for our youngsters in this province have to be addressed soon. The tinkering that has gone on and the playing—I will put it in stronger terms—that has gone on in the past 20 years is no longer going to do because immigration is not going to rescue this province any longer. Therefore, I would say let us get on with the job and let us not get involved in a federal-provincial bashing over established program funding because the future of our kids and of our students in this province is clearly our greatest asset. Thank you very much.

Mr. Chairman: Thank you, Mr. Grande. Madam Minister, I am sure you would like to respond to some of the points that have been raised from the two opposition critics and I would invite you to respond to them.

Hon. Miss Stephenson: Thank you, Mr. Chairman. Do I have two minutes in which to do it at this point?

Mr. Chairman: My understanding is that there may be a vote at 5:45. If you want to begin now, you may, or we can adjourn and wait until tomorrow.

Hon. Miss Stephenson: May I suggest that it might be more appropriate if I were to respond tomorrow since I really doubt that two minutes will be sufficient time to provide all of the responses.

Mr. Wrye: Mine will only take about 30 seconds.

Hon. Miss Stephenson: Your response to what?

Mr. Wrye: Your response to mine.

Hon. Miss Stephenson: Oh, really?

Mr. Chairman: Do not bet on it.

Hon. Miss Stephenson: As a matter of fact, Mr. Chairman, perhaps I might just begin at this point.

Mr. Sweeney: Just say you agree and that will be all we need to know.

Hon. Miss Stephenson: No. I would simply like to say that the universities are finally responding to a request, which I have made over the past three years, that they become more involved in informing the public of the responsibilities and the roles of those institutions in terms of society as a whole. I am delighted to know that Laurentian, Carleton and others are actually beginning to tell the public what universities do in our society.

I have that responsibility as well and I have been doing my best to inform the public, but I cannot do it alone. Not only did I make that suggestion, but the Council of Ontario Universities has agreed that they have that responsibility. The Committee on the Future Role of Universities in Ontario made precisely the same statement, that the universities have a very real responsibility. I do not consider it a waste of time or a waste of effort in any way. That is the only thing I would like to respond to this afternoon.

Mr. Chairman: Thank you, Madam Minister. If there are no objections, we will adjourn this meeting and reconvene tomorrow after routine proceedings.

The committee adjourned at 5:43 p.m.



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- Grande, T. (Oakwood NDP)
- Shymko, Y. R.; Chairman (High Park-Swansea PC)
- Stephenson, Hon. B. M.; Minister of Education and Minister of Colleges and Universities  
(York Mills PC)
- Sweeney, J. (Kitchener-Wilmot L)



Ontario, LEGISLATIVE ASSEMBLY

No. S-12

# Legislature of Ontario Debates

## Official Report (Hansard)

### Standing Committee on Social Development

Estimates, Ministry of Colleges and Universities



**First Session, Thirty-Second Parliament**

Tuesday, October 20, 1981

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

**Tuesday, October 20, 1981**

The committee met at 3:33 p.m. in room No. 151.

### ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES (continued)

**Mr. Chairman:** I see a quorum. We are ready for the response to the comments of the official opposition. As we begin our meeting, we will ask you, Madam Minister, to resume your comments.

**Hon. Miss Stephenson:** Thank you, Mr. Chairman. I wonder if you would like to distribute to the members of the committee the current structure of the Ministry of Education and Ministry of Colleges and Universities so they may be aware of those individuals and those functions outlined in that diagram.

The member for Windsor-Sandwich (Mr. Wrye) suggested there had to be an immediate response to the report of the Committee on the Future Role of Universities on post-secondary education planning. I would first ask that that report be labelled by its proper name. It is, in fact, a report of the Committee on the Future Role of Universities in Ontario.

A significant number of rather knowledgeable people played a role in that, and I do not think we should designate it only by the name of the chairman of the committee. I do believe that all participation and contribution to that committee should be acknowledged. As a matter of fact, Mr. Benson Wilson was a member of the committee.

**Mr. Wrye:** The fount of all.

**Hon. Miss Stephenson:** The fount of all, yes. There were significant representations from OCA, as well as from the university community. The report has been provided to us and it has been distributed widely. There has been some response to it at this point. But I must suggest strongly to you that the complexity of the post-secondary area produces a number of issues which have been highlighted in two other reports, Polytechnic Education and Continuing Education: The Third System. All of those, it seems to me, require a certain co-ordination of examination.

In addition to that, I should say an important examination of the community college system is being carried on right at the moment. It has been our ambition to examine all of these in the total context of post-secondary education as rapidly as we possibly can and to develop a ministry position related to them which will, I hope, be available at the end of this year or the beginning of next year. That is the appropriate way to deal with the whole area of post-secondary education.

We have made specific additional commitments to the university system in support of research this year. I cannot say they are in the process of being allocated because we are awaiting responses from the universities at this point to the suggestions that were made about the ways in which they could qualify for the \$10 million which is being made available. We anticipate that will be a process which will be completed very early in 1982.

Mr. Grande made some note of research and development personnel related to the total labour force in Canada in somewhat derogatory tones, and it was somewhat justified, I must say. But in actual fact, in Ontario the total of the R and D labour force in Canada which is situated within Ontario is 0.136 of the total labour force. So Ontario really is holding its end up quite well. There are some areas of the country which are at 0.009, which tends to reduce the percentage fairly significantly, you must admit.

In addition to that, the proportion of R and D personnel by sector in natural sciences and engineering in Ontario is really very significant when one compares it with the rest of the country. For example, we have, at this point, in natural sciences and engineering, about 55.7 per cent of the industrial R and D personnel, 37.8 per cent of the university personnel, 39 per cent of the total number in provincial research and 19.5 per cent in industrial provincial research. Those who are employed by the federal government in those areas are about 20.7 per cent.

The member for Windsor-Sandwich was somewhat concerned about the Anisef study. He suggested it was going to take another five years to be fully knowledgeable about the

effects of various facets and components of the decision-making process, which determine whether a young person does involve himself or herself in post-secondary education.

I do not think there is any doubt about the fact that this is an extremely complex area and there is very little justification, particularly in the light of the results of the tuition fee increases, which have been almost universal in Canada last year, to suggest that the tuition fee is even a major factor in that decision-making process at this point. Whether it is in combination with a number of other factors is impossible to determine at this point.

I do believe that the Anisef study will provide us with information about those particular factors which may make a significant difference in the decision-making process of a large number of young people. Certainly, our participation rate at post-secondary level has not only held up, it has improved over the last couple of years. I believe that in the light of increased tuition fees there must be some argument which would suggest that tuition fees are not the only significant factor which students consider in examining the possibility of post-secondary education.

**3:40 p.m.**

Mr. Wrye also made some remarks about the dire straits of our universities in terms of their library acquisitions and holdings. In the latest file that we have, which is the 1979-80 holdings of research libraries of the top 100 universities in the United States and Canada—in which top 100, I might tell you, are included six Ontario universities—there is a fairly significant position held by several of our universities. The University of Toronto is ninth out of 100, and this includes all of the ivy league and other important universities in the United States.

**Mr. Wrye:** These are the top 100 universities in North America?

**Hon. Miss Stephenson:** There are 10 Canadian universities included in it. The University of British Columbia, the University of Alberta, the University of Saskatchewan, McGill and six Ontario universities are included in that list of the top 100 universities in the United States and Canada.

Even the University of Guelph has maintained a fairly reasonable position. It is not at the very bottom compared to universities such as Johns Hopkins, Purdue and the University of Wisconsin, which was one of those I was looking

for. The University of Guelph is just two behind Notre Dame, which is not an insignificant university.

The statistics which have been developed by the Chronicle of Higher Education would demonstrate that those six universities in our province have not appeared to have suffered significantly in terms of either acquisitions or holdings in the past several years and, indeed, the information about acquisitions demonstrates that they have improved their status between the 1978-79 year and the 1979-80 year, in spite of the exercise of a certain degree of restraint.

The questions related to the Dodge report, which were raised by Mr. Grande, are thoroughly comprehensive. I would have to tell you that we agree partly with some of the recommendations that have been made. We think more resources should be directed towards the training of highly skilled workers; that universities and colleges need to be increasingly aware of and responsive to labour market conditions; that measures need to be taken to maintain on-the-job training during cyclical downturns, because we are going to have cyclical downturns; and that training should aim to provide skills which are transferable, not so homed in that the training permits employment in only one specific area.

We certainly agree that the private sector should play a more active role, but we are disturbed at the suggestions which were made in the Dodge report which would reduce the capacity for basic training for skill development, because we feel that has been a very successful program in Ontario. As a matter of fact, I have it on the word of the federal minister that when those recommendations were made they were made on the basis of experience everywhere else in Canada except Ontario because Ontario's program has been excellent.

We disagree that seat purchase arrangements should be extended into post-secondary programs because that provides for an intrusion into the management and the function of both the colleges and the universities which would appear to be unwarranted and certainly in total opposition to the traditional government/post-secondary institution relationship.

There are a number of other areas in which we disagree, but I am sure we will manage to get to that. We have been talking to the private sector about their contribution to training and have elicited a response which is a good deal more positive than it has been during my six

years of experience with attempting to get some responses from the private sector. It is significantly more positive than it has been in the past.

That is being translated—relatively slowly. I would admit—into action on the part of the private sector, but it is moving in that direction, and that is the thing which is significant.

**Mr. Grande:** Would you share that response, Madam Minister, because it is encouraging?

**Hon. Miss Stephenson:** In a meeting that was held with the 15 major employers, only two or three of which had ever been actively involved in training programs, there was a suggestion that, in co-operation with the community colleges, many of them would be interested in developing training programs which would assist not just the students involved, but also themselves.

They are beginning to recognize this as an excellent investment in their future viability, to ensure that they have a labour force which is skilled sufficiently to continue the function of that business establishment.

**Mr. Grande:** In general terms that is fine, but—

**Hon. Miss Stephenson:** We have an increasing number of apprenticeship places right now. The number is growing on a regular basis, spurred on by the demand for those places, which is being demonstrated by students within linkage programs and college programs. The co-operative educational programs which colleges are resuming at this point are also moving that kind of activity forward.

You were concerned as well, Mr. Grande, about the appointment of members of boards of governors by the Council of Regents. In actual fact, the local board submits all the names for those appointments to the Council of Regents. The appointments are made by the Council of Regents.

The selection of nominees submitted by municipal councils within the council, in order to ensure reasonable geographic distribution, is the only area in which the Council of Regents exercises any autonomy. In many instances, a college is responsible—or I suppose you could call it a catchment area, which involves three, four, maybe five or six municipalities. The Council of Regents is very sensitive about ensuring as wide-ranging a geographic distribution of those appointments as possible, in order that the municipal input will not be concentrated in one part of the catchment region.

All of the municipalities submit names.

**Mr. Grande:** I understand. That is the way the new system—

**Hon. Miss Stephenson:** Yes, but in the past, municipalities have frequently submitted one name only and the submitted names have been all from the same general regional area, which sometimes may be useful, but sometimes has irritated local municipalities and the local people as not ensuring adequate representation on the board of all people within that catchment area. That sensitivity is certainly there.

**Mr. Grande:** It does not sound like it is a compelling reason to me.

**Hon. Miss Stephenson:** Apparently, it has been very compelling in the past. We have had a number of complaints.

**Mr. Grande:** I am not saying that the board of governors or the Council of Regents cannot say to the municipalities, "We would like some kind of geographic distribution of your municipality," especially if you are in an area where the boundary of a particular college happens to be at a great distance and in some cases may overlap the municipalities anyway. But the fact is, the council or the board of governors can say to the municipality, "Give us geographic distribution of your members," if you can have four, if you can have two or if you can have one. Obviously if there is one, there is not going to be geographic distribution.

**Hon. Miss Stephenson:** What about Georgian College of Applied Arts and Technology, for example, which probably has about 20 to 25 fairly significant municipalities within its own municipal councils in its catchment area? The names may all come from the area's south, north or west end. If each municipality submits a name, then the Council of Regents at least has the opportunity to determine—

**Mr. Grande:** Fair enough. That is a special problem.

**Hon. Miss Stephenson:** No, it is not a special problem.

**Mr. Grande:** Oh, come on.

**Hon. Miss Stephenson:** For a significant number of the colleges, that is what the situation is.

3:50 p.m.

**Mr. Grande:** Are you trying to tell me that the municipal council of the city of Toronto is not able to provide representatives for George Brown College of Applied Arts and Technology?

**Hon. Miss Stephenson:** They probably submit four names anyway which the Council of Regents accepts.



**Mr. Grande:** But the fact is that right now you are going to put it in regulations, it is going to be dictated, "This is the way it is going to be." Forget about the municipalities for a minute.

The other problem I am very much disturbed about is labour involvement on the board of governors. In other words, what you are saying to labour in essence is: "No, you cannot appoint; you cannot decide the person who is going to be sitting on that board of governors. We are going to decide. You give us three or four, or 10 or 15 names and we will make the selection"—

**Hon. Miss Stephenson:** They never ask for 10 or 15.

**Mr. Grande:** So in other words labour cannot decide who they want to represent them on the board of governors for the community colleges.

**Hon. Miss Stephenson:** Oh yes, they can. They can submit one name. The Council of Regents, I have to tell you, is extremely sensitive to labour representation on college boards.

**Mr. Grande:** My point is that it is going to be a regulation; it is the law; the power for appointments and removal of board members rests with the Council of Regents. I am suggesting to you if that is the way you want to do it, fine. However, you are not going to allow different interests in this province to make decisions about who they want on those particular boards of governors. The only name I can think of regarding that is Tory democracy, and that's about it.

**Hon. Miss Stephenson:** I think that is a total misnomer, because I do believe—

**Mr. Cooke:** What is the purpose of the regulation then?

**Hon. Miss Stephenson:** In order to ensure there is appropriate representation, particularly from the municipalities because that has been a problem, for the college boards. I have to tell you that this was done as a result of a study which was carried out—

**Mr. Grande:** The college governance study.

**Hon. Miss Stephenson:** The college governance study, yes. There was wide-ranging consultation about the recommendations of that study.

**Mr. Grande:** The people are upset, you know that. People on the boards of governors do not

know if they are going to be removed as soon as these regulations—by the way, I checked the regulations and you have not—

**Hon. Miss Stephenson:** You only remove for cause.

**Mr. Grande:** But you have not put them in yet. There is only one regulation.

**Hon. Miss Stephenson:** That is right, they are not in.

**Mr. Grande:** Not the regulations from this memo.

**Hon. Miss Stephenson:** Because a couple of areas still have to be concluded.

**Mr. Grande:** According to this memo, they will become effective on January 1, 1982. I am suggesting to you that you have time to make changes, that is all.

**Hon. Miss Stephenson:** Those are almost all of the points we needed to address. I was hoping that Mr. Sweeney was going to be here.

**Mr. Wrye:** He may well be.

**Mr. Chairman:** Does this complete your response, Madam Minister?

**Hon. Miss Stephenson:** The questions which were raised, yes.

**Mr. Chairman:** I will entertain any other questions or comments from the members of the committee, if there are any.

**Hon. Miss Stephenson:** If I may, Mr. Chairman, I am in error. One important activity we have asked the colleges to carry out, and one which I think is extremely significant, is their own program review.

To meet the colleges' objectives, the educational program they provide must not only provide the best possible pedagogical and training experience but it must be done in the context of industry and business requirements. First, within the area the colleges serve, but, beyond that, within the province.

We have asked the colleges to be very critical in their program review activity to ensure that their courses are relevant, that they maintain the quality of the course in terms of the advice given by their professional advisory committees, and that they also ensure that employment opportunities exist for graduates of the courses offered. We have asked them to be as careful and as critical in that review as they can be; and I must say the colleges are complying.

**Mr. Grande:** Mr. Chairman, you were going to stop me?

**Mr. Chairman:** No, no. Go ahead.

**Mr. Grande:** I understand what you are talking about, but you are remaining at a very general level.

Will this province produce, once and for all—or maybe you can say it is impossible to produce—a needs study for particular training skills, and say, “In five years’ time, we require X number or thereabouts of these particular trained tradesmen in the province”? Can you do that?

**Hon. Miss Stephenson:** That activity is being carried out by the manpower commission, and the manpower commission—

**Mr. Grande:** I have been asking that for over a year. Where is this magical study that supposedly was being done by the manpower commission? Where is it?

I phoned Mr. Wilson and I mentioned to him that I raised this during the Education estimates and I am concerned about that area and I would like to get a copy of that study which supposedly was completed. I gave him the reference in Hansard of when that debate took place and said that you, Madam Minister, had said that it was going to be ready in a month’s time. Mr. Wilson said, “Yes, I will get back to you.” I have not heard from him.

I just want to know that the planning is going on, because I do not want to hear about shortages of skilled labour in this province. What we do in essence, politically, is say, “This is another reason why the workers and the skilled tradesmen of this province are preventing the economic development of this province.” Now we hear it all over again: “Wage increases are the cause of inflation in this province and in this country after all, are they not?” How many times has your Premier (Mr. Davis) said that?

**Hon. Miss Stephenson:** I think that government spending has something to do with it as well.

**Mr. Grande:** All right. So blame yourself.

**Hon. Miss Stephenson:** Yes, I will blame ourselves in the past, but certainly our record in terms of reducing that I think has been one that should be examined with great care and with sympathy.

**Mr. Grande:** Fine. You are in power. You have the \$19 billion at your disposal that the budget for this particular year decided upon. You are the ones spending that money. You have the power to make your priorities, where

you want to spend and where you do not want to spend. You have the power to put into effect or not put into effect a constraint program.

I will allow you to make the decisions.

**Hon. Miss Stephenson:** Thank you.

**Mr. Grande:** You are the government, after all.

**Hon. Miss Stephenson:** That is a fact.

**Mr. Grande:** I want to be assured that the money you spend in this particular area of trained skills is going to pay off. I want to be assured that there is some kind of planning going on, that it is not ad hockery, as it has been for the past 20 years—and you are admitting that it has been going on for the past 20 years, and we still have industry shortages today.

**Hon. Miss Stephenson:** No, I do not admit that in any way related to the college system. One of the great features of the college system has been the advisory committees, with members gathered from industry and business in the area in which that college functions, which determine the need for program modifications and the inclusion or the removal of programs within that college’s program offerings.

That, I think, has kept the colleges relevant and has provided the excellent level of employment of all graduates of the college system over the last several years. The proof of that, I think, is in the statistics that have been developed.

**Mr. Grande:** Is it in this? This is one of the things you have produced this year?

**Hon. Miss Stephenson:** Yes.

**Mr. Grande:** That is right. I read these things, and I remember quotations. However, probably I will not be able to point out pages. But the fact is that in here it says the colleges have to be more responsive to changes that are coming about.

**Hon. Miss Stephenson:** Yes.

4 p.m.

**Mr. Grande:** How are the colleges going to be responsive to changes if there are no need studies of any serious proportions being done?

**Hon. Miss Stephenson:** There are—

**Mr. Grande:** Let me finish, Madam Minister. Are the colleges going to read the daily newspapers to see if we have a shortage in this particular area and then are they supposed to be moving the next day to relieve those shortages?

**Hon. Miss Stephenson:** No.

**Mr. Grande:** I am saying to you, produce need studies in the different areas. Tell us what

is needed five years from now. I am sure the institutions we have are able to and capable of turning out the skilled tradesmen we need in this province, but your government and the federal government have to provide the plans and the direction.

**Hon. Miss Stephenson:** No. They have to provide the projections of need, based upon the best information which they can gather. That is precisely what has been going on at the provincial level, and I hope at the federal level. We do have, at this point, some suggestion of a commitment on the part of Mr. Axworthy that there needs to be greater co-ordination of the labour market information services which are developed at both levels.

**Mr. Grande:** Who is going to give you that information? Is private industry going to give you that information?

**Hon. Miss Stephenson:** Yes, and they have been very co-operative.

**Mr. Grande:** Let me have them. That is what I am saying to you.

**Hon. Miss Stephenson:** I cannot give it to you. It is not mine to give to you. It is the responsibility of the manpower commission, and the manpower commission, I am sure, will pursue it.

**Mr. Cooke:** If you have so much co-operation from the private sector, what is the problem with the industrial resource centre in Windsor?

**Hon. Miss Stephenson:** I am not at all sure that is a lack of co-operation of the private sector.

**Mr. Cooke:** Maybe you can expand on that. I talked to the president of the college, and he seems to indicate that the problem is with the private sector.

**Hon. Miss Stephenson:** I think that there are other problems involved than simply just the private sector, but it is functioning.

**Mr. Cooke:** It is not functioning yet.

**Hon. Miss Stephenson:** It is in the process of becoming functional.

**Mr. Cooke:** It was supposed to open in September, and now they are projecting November. Mr. Lee, is it, who is the person from the private sector—

**Hon. Miss Stephenson:** Yes.

**Mr. Cooke:** —indicates that he will be very

surprised if it opens at the beginning of November. He is looking at some time next year perhaps.

You did not expand on what you are saying.

**Hon. Miss Stephenson:** That the private sector is not being co-operative?

**Mr. Cooke:** Whoever. What is the problem?

**Hon. Miss Stephenson:** The co-operation of the private sector I was referring to was the development of labour market information, and they have been co-operative.

**Mr. Cooke:** What is the problem with the industrial resource centre? That was one of your sod-turning events during a provincial election campaign.

**Hon. Miss Stephenson:** We never really turned the sod, because the ground was frozen, as you well remember. You were standing in front of me when the photographer was there.

**Mr. Cooke:** I was not even invited. I read about it in the paper, so I showed up and saw all the Tory candidates there.

**Mr. Chairman:** Madam Minister, have you replied to some of these comments, or did you want to pursue them?

**Hon. Miss Stephenson:** I will get further information for you about that.

**Mr. Cooke:** Maybe you can just respond in writing to my open letter.

**Hon. Miss Stephenson:** Oh, not another one. Interjections.

**Hon. Miss Stephenson:** One of these days you are going to send a letter to me.

**Mr. Chairman:** Order, please. I had indicated earlier, Mr. Grande, that if there are any questions by some other members of the committee, so that we do not monopolize our dialogue or debate, we should have them. I believe Mr. Wrye, Mr. Gillies and Mr. Cooke were the first on the list.

**Mr. Wrye:** Thank you, Mr. Chairman. I wanted to let the minister go through her response without interruption, but perhaps I might return to two of the issues she raised in her response that were parts of my opening remarks.

Let me deal with the minor one first, the matter of library funding. I do not think, Madam Minister, that anyone is questioning whether we have had some of the finest libraries, and continue to have them, in North America. As you know, the point that was made in my



opening remarks was that we have taken an excellent system and are beginning to run it down.

I am drawn to the seventh annual report of the Ontario Council on University Affairs, which documents expenditures on library acquisition from operating income in constant dollars from 1972-3 to 1979-80. It notes that the total through the system in 1972-3 was \$12,678,000. The total in constant dollars just eight years later was down to \$8.4 million.

A couple of specific examples: the University of Toronto with \$2.2 million in 1972-73, and approximately \$1.6 million in 1979-80; the University of Windsor, \$605,000 in 1972-73, down to \$458,000 in 1979-80.

In terms of constant dollars and the fact that library acquisitions, like everything else, went up in cost, it indicates very clearly a serious deterioration of the system over that period. I am just looking in the first couple of years. There was a bit of an up-and-down trend, but by the latter part of the decade, I suspect that—as you say, we do not have further figures—the trend has continued.

According to the university presidents I visited, it has continued. They had to forgo such expenditures. We are allowing the system to run down, and this is just one example of what was a very good system beginning to go downhill.

**Hon. Miss Stephenson:** That is right.

**Mr. Wrye:** I do not know whether you want to respond to that. The second area I wanted some comments on, and I am certain we can go into it a little further, was I noticed you said that your immediate response to the final report of the Committee on the Future Role of Universities would be withheld while you put it together in terms of two other reports, The Third System and Polytechnic Education in Ontario.

I might suggest to you, with respect—and I do not want to speak for any university presidents—that they do not want you to give a detailed and complete and full response. They want to know from you, and they want to know at the earliest possible time, whether you are prepared to come even close to funding the system recommended by Dr. Fisher and his committee in their excellent, final report. If so, would you say so now, and they will be quite prepared to sit back, relax and await details either on Thursday or at the appropriate time?

**Hon. Miss Stephenson:** Mr. Chairman, one of the important members of the Committee on the Future Role of Universities has suggested

very strongly—and it was quoted in the *Globe and Mail* on October 17—that it was unrealistic to expect any definitive response from the province, until federal-provincial negotiations on post-secondary cost sharing were complete. Dr. Watts—I beg your pardon?

**Mr. Grande:** February or March?

**Hon. Miss Stephenson:** I trust it is not going to be February or March. Dr. Watts' perspicacity in making that remark is something which should be accepted by the committee.

**Mr. Wrye:** I might add that I have not spoken specifically with Dr. Watts, but I have spoken with other university presidents who certainly do not share that view. The way I read the final report, while it raises the alarm and the cloud that established program funding contains—and perhaps as we get into the individual vote on the estimates, we can discuss EPF in some detail, because I wanted to get into some of your introductory remarks.

It seems to me that if the equation changes over time, be it February or March, be it before or after, your government will simply, at that point, have to assess the impact of the changed equation. Until then, surely the university system ought to be allowed to feel what kind of business as usual it is going to be. Is it going to be business as usual, based on the recommendation 1(a), or on the alternative system, the rationalized system, the system that has been compressed from 15 universities to some smaller number? I quote no number because I am well aware that the report says close or otherwise modify up to five universities.

That, with respect to yourself and Dr. Watts' comments, is basically what the university presidents are asking. They want to know in a general way—and perhaps you will hear this on Thursday—what the government's intention is. Does the government intend to continue underfunding this system, or does the government intend to bring funding somewhere reasonably close to the level of inflation?

4:10 p.m.

**Hon. Miss Stephenson:** Thank you.

**Mr. Chairman:** Have you answered that?

**Hon. Miss Stephenson:** Yes. I said "thank you."

**Mr. Chairman:** All right. Mr. Gillies.

**Mr. Gillies:** Thank you, Mr. Chairman. I wondered, following on Mr. Grande's questions, if it might be beneficial to elaborate just somewhat on the manpower commission's role,

because a lot of the labour market-type of studies that he refers to are being done but they would not, certainly, show under your estimates.

**Hon. Miss Stephenson:** Yes. That is right.

**Mr. Gillies:** In fact programs are arising out of the manpower commission studies, such as the youth employment counselling centres, which address a number of your concerns but are under the estimates of the Ministry of Labour.

**Hon. Miss Stephenson:** That is entirely true, yes.

**Interjection:** Did Hansard catch that?

**Mr. Gillies:** That was a question. My question to the minister was would it not be constructive to elaborate, and then it went on from there.

**Hon. Miss Stephenson:** If I could elaborate on another ministry's responsibilities, I would be delighted to do so. I am not sure that it is appropriate for me to do so. However, in the past two years, the manpower commission undertakings have been in the direction of attempting to establish more precise projections of requirements in a number of industrial and business areas—you are going to have to ask them the details of the way in which they did it.

I am aware of questionnaires they sent out; I am aware of personal interviews carried out by commission members; I am aware of the utilization of statistics developed by various industrial sectors which were submitted to the commission; I am aware that individual businesses responded to the commission as well, but I am also aware that those projections, while they are probably as careful as could be developed using the mechanisms which were utilized, may not provide the kind of crystal answers you are requesting. I am not at all sure that is possible in any circumstance—

**Mr. Grande:** Why not?

**Hon. Miss Stephenson:** Having just read an interesting article about the manpower projections developed in Sweden and Sweden's incapacity to project what they, in their totally managed economy, needed five years hence, I really wonder—

**Mr. Grande:** Sweden is not a totally managed economy. Come on.

**Hon. Miss Stephenson:** It is a pretty totally managed economy.

**Mr. Grande:** Come on.

**Hon. Miss Stephenson:** You want one like Russia. Okay.

**Mr. Grande:** There is a function—

**Mr. Chairman:** Order, Mr. Grande. Just relax.

**Hon. Miss Stephenson:** There certainly has been, to my knowledge, great co-operation on the part of the private sector in providing the general kind of information which is useful to college training programs and educational programs. It certainly has been useful in attempting to look at the ways in which apprenticeship should be developed, differing from, I must say, the rather rigid, traditional modes of some of those programs in the past.

**Mr. Grande:** Can I follow up with that, Mr. Chairman, if it is possible?

**Mr. Chairman:** I believe we have Mr. Cooke, who is quite eager to ask a few questions. Mr. Cooke? Unless it is a supplementary—

**Mr. Cooke:** If my colleague would like to ask a supplementary, I would certainly defer—

**Mr. Chairman:** I am sure he could add a supplementary to any comment that had been made.

**Mr. Grande:** You are quite sure, Mr. Chairman, that I—

**Mr. Chairman:** Since we are so lenient and flexible at this committee meeting, yes, Mr. Grande, if you could just—

**Hon. Miss Stephenson:** Mr. Chairman, if I might just interject. It is my understanding that the Ministry of Labour comes before this committee for its estimates in the not too distant future.

**Mr. Chairman:** Yes. It does.

**Hon. Miss Stephenson:** The specific role of the manpower commission falls under the aegis of the Ministry of Labour. I hope that you would get all of the details that you want, in terms of labour market information development, from them.

**Mr. Cooke:** Just getting background from you.

**Hon. Miss Stephenson:** I beg your pardon?

**Mr. Cooke:** Just getting some background from you.

**Mr. Grande:** Not only do we need to get background from you, but we need to find out how that information gathered by the manpower commission is put into effect within your ministry, because in essence, that is where the action is.

**Hon. Miss Stephenson:** No. The action in the college system is at the college board level. It is at the local college level and it relates the general—

**Mr. Grande:** I just finished talking about—

**Hon. Miss Stephenson:**—information about manpower projections with the information developed locally by the board through their provincial advisory committees in terms of the local needs. A very careful examination is carried out at the local level related to program development or modification.

**Mr. Grande:** You are trying to tell me that the Ministry of Labour and the manpower commission does not, in any way, disseminate the information they have gathered to your ministry? Is that what you are trying to tell me?

**Hon. Miss Stephenson:** No. That information is made available, as a matter of fact.

**Mr. Grande:** It is made available?

**Hon. Miss Stephenson:** Yes. Stats Canada also provides information through the labour market information service which they developed, and both of those are used.

**Mr. Grande:** Could we have that information from you that the manpower commission has provided in the last two years?

**Hon. Miss Stephenson:** I do not know whether we have it or not, but I will find out and I will report to you.

**Mr. Grande:** Thank you. That would be helpful.

**Hon. Miss Stephenson:** Okay.

**Mr. Chairman:** Thank you, Mr. Grande. Mr. Cooke?

**Mr. Cooke:** I have a question that probably should come under the college vote, but since the estimates will finish shortly, I would prefer to ask it now and perhaps the minister can get the information and report back. She may have it now. It deals with the labour studies program at St. Clair College.

My understanding from one of the union people with whom I was speaking is that St. Clair College is indicating that this program will have to be cut out. I believe they charge each student \$40 to enrol and the college has taken the position that they need 14 students to make the program feasible. But they have 21 in the program on Monday night and six in the program on Wednesday night, for a total of 27. As I say, they are indicating they cannot continue to offer the program.

But the position of the colleges—and I am not sure that I understand this—is that they get no funding from the provincial government. Do they not get a per-student grant for this type of a course?

**Hon. Miss Stephenson:** Not a per-student grant. There is a grant made available. This is a continuing education course of the local college and money is provided through the granting mechanism which should account for approximately 10 per cent of the cost of providing certain college continuing education programs.

**Mr. Cooke:** Ten per cent?

**Hon. Miss Stephenson:** Yes.

**Mr. Cooke:** The other 90 per cent is what?

**Hon. Miss Stephenson:** Fees paid by the students.

**Mr. Cooke:** Do you think it is reasonable in a city like Windsor, where it is so highly industrialized and so highly unionized, that this type of program—the labour council has been very involved in it and local unions have been very involved in it—should be cut out, especially when they have 27 interested students?

**Hon. Miss Stephenson:** That would be a decision made by the college.

**Mr. Cooke:** I realize that, but the ministry must have a position on labour studies. We are talking about local colleges responding to local needs and local interests.

**Hon. Miss Stephenson:** The decisions of colleges to provide continuing education programs depends totally upon the demand for those programs in the local area. If the demand is there, the college usually provides them.

**Mr. Cooke:** But if we have one night where there are seven over what they need to make the program feasible, and another—

**Hon. Miss Stephenson:** You do not suppose they ever suggested to the students involved that they might divide themselves up in order to—

**Mr. Cooke:** I assume that there is some reason why 21 have gone into the Monday night program. It could be because they are occupied in something else on Wednesday night. I really do not know.

**Hon. Miss Stephenson:** Neither do I.

**Mr. Cooke:** I am just wondering whether someone in your ministry would talk to the college and see if they have a rationale for shutting down this program. It seems to me, again, in a big city like Windsor, that is so highly industrialized and unionized, that this program should not be cut.



**Hon. Miss Stephenson:** We can certainly try to determine why the suggestion has been made that it would be done.

**Mr. Chairman:** Did you have a supplementary along the line of questioning, Mr. Grande?

**Mr. Grande:** No, Mr. Chairman.

**Mr. Chairman:** You did not?

**Mr. Grande:** I just want to respond briefly to the minister's written comments if I may.

On vote 2801, university support program; item 1, program administration:

**Mr. Chairman:** We will follow, starting on page eight. Are there any questions or comments?

I will be pointing out, as we proceed, there is a list of agencies, boards and commissions that will fit in some of the items on the various votes. I will try to make reference to them if you have any questions related to the boards or agencies.

**Mr. Grande:** Mr. Chairman, are you saying that we are not going to hear from the Ontario Council on University Affairs through its president if we have questions for the president of that council under this vote?

4:20 p.m.

**Mr. Chairman:** All I mentioned is that to facilitate the process, there is a list of agencies, boards and commissions and some of the budgets fit into various items. It is a list starting at page 141 and going on to page 148.

If the member has any questions, I would imagine, Madam Minister, that you would comment. I do not know whether you would be ready to call representatives of these agencies.

**Hon. Miss Stephenson:** I would prefer if we might know in advance whom the committee would like to have, so that we might notify them to be available.

**Mr. Chairman:** Mr. Grande, is there a specific agency, board or commission that is of interest to you so that we may notify them ahead of time for Wednesday?

**Mr. Grande:** I certainly would like to hear from the Ontario Council on University Affairs about their recent report in response to the minister's request.

**Hon. Miss Stephenson:** The manpower request.

**Mr. Grande:** No, it was not the manpower request.

**Hon. Miss Stephenson:** Yes, it was.

**Mr. Grande:** Yes, it was.

**Mr. Chairman:** That is vote 2801, item 4. Could you get in touch with them to get a representative?

**Hon. Miss Stephenson:** Yes.

Item 1 agreed to.

On item 2, provincial support for universities:

**Mr. Chairman:** We are dealing here with operating costs, municipal taxation, debentures and capital projects. Any questions or comments?

**Mr. Wrye:** I suppose this is the point at which we should discuss the introductory remarks you made, Madam Minister. I am just a little concerned at the comment you made at the beginning of the third paragraph and wonder if you could expand upon it: "Ontario's funding restraints on post-secondary education until now have been absorbed without government intervention and without serious damage to objectives."

By way of a question to you, in view of the final report of the Committee on the Future Role of Universities in Ontario, I am just not too sure how you can make the comment that there has been no serious damage so far to objectives. It seems to me we have reached almost a crisis point at the universities and yet here you are talking about some five years of underfunding—really a decade of underfunding, but five years of critical underfunding—and you say there has been no damage to objectives yet. It seems to me we have had very grave damage and it has absolutely nothing to do with established program funding, absolutely nothing at all. It has to do with the level of money the provincial government has not been putting into the system.

**Hon. Miss Stephenson:** Which objectives is the honourable member referring to?

**Mr. Chairman:** Could you point out which specific part of the vote item you are referring to?

**Mr. Wrye:** Presumably when the minister talks about objectives, those are the very objectives that were set in 1978 by OCUA and had been set some 11 years earlier by the then minister, Mr. Davis. The final report seems to be saying that these very basic objectives—and I presume that is what you are talking about—of the university system to develop a more educated populace, to educate and train people for the professions, et cetera, are the objectives you were referring to in your opening statement. It seems to me that the final report of the Fisher

committee on the future role of universities says that we are going to fail to meet those objectives unless there is proper funding, because we have slipped far behind. I do not see how you can suggest there has been no serious damage.

**Hon. Miss Stephenson:** But they are not saying that up to this point those objectives have in any way been damaged, are they?

**Mr. Wrye:** They do not come right out and state the objectives have been destroyed, but they suggest very flatly that unless there is a huge infusion of new dollars into the system, that is what is going to happen.

It seems to me in the last five years we have been nowhere near the levels proposed as recommended funding increases in the next years to come, so it seems they are suggesting we have had already some substantial damages. As to whether they have come right out and said it, certainly the president said it.

**Hon. Miss Stephenson:** In actual fact, I do not believe that anywhere in the report was there a suggestion by the committee that the objectives which had been established for the universities had been damaged to this point. The challenge which the committee has placed before us in its report is whether those objectives are to remain as the objectives of the university system—and they recommend they do remain so—and to determine whether it is possible to meet those objectives in the same way they have been met in the past decade, unless there are modifications either to the organizational pattern or the funding level. But I do not believe there has been significant damage to any of the objectives, certainly not in terms of accessibility or in terms of research.

Interjection.

**Hon. Miss Stephenson:** Accessibility? We have many more students—

**Mr. Grande:** It is on page 12 of that report.

**Mr. Gillies:** With reference to funding specifically, Madam Minister—I am looking at the figures on page 12—it would appear that the estimates for 1981-82 over 1980-81 are something over 10 per cent.

**Hon. Miss Stephenson:** That's right.

**Mr. Gillies:** Between 1979-80 and 1980-81 it would seem to be about 10 per cent again.

**Hon. Miss Stephenson:** Not quite.

**Mr. Grande:** That's 7.5 per cent.

**Mr. Gillies:** All right, 7.5. Okay, so that is up to about 10.1.

I am not totally disagreeing with what my

honourable colleague is saying, but I think it well to point out that a 10.1 per cent increase is quite comparable and, in fact, in excess of increases this year, say, to municipal councils or to various parts of the health field or to police forces.

You may well laugh, Mr. Grande, but—

**Mr. Grande:** Share the poverty.

**Mr. Gillies:** —I would suggest to you that before I would ever vote against this particular vote, I would voice my concern about several other fields which, in view of an ageing population, may be of equal or greater importance.

**Mr. Grande:** Agreed.

**Mr. Gillies:** I would point out to my honourable colleague that a 10 per cent increase in this day and age, with all the fiscal and monetary problems faced by this and every other government, I think would be quite irresponsible.

**Mr. Wrye:** They are certainly faced by the federal government which appears to have been putting most of the money into the system in the last four or five years, not only far more than they are required to but virtually all of the new money.

My friend from Brantford should be aware that in terms of the funding levels, they not only propose the cost of inflation, they also propose for the cost of faculty and staff advancement an additional \$25 million per annum for equipment and furniture replacement. That is an additional amount over and above inflation.

I suggest to the member for Brantford that 10.1 is well under the level of inflation last year and 7.5 is well under for the year before and 5.4 is well under for the year before that.

**Mr. Gillies:** I do not wish to get into a prolonged harangue, but I would looking far and wide through any of the data we have here for this generosity from the federal government. I see under another vote that federal involvement in student assistance has declined from about 50 per cent in 1966 to 26 per cent in 1980. I look with some optimism for this generosity. In view of the EPF forecasts, I look for it a year from now too.

**Mr. Wrye:** Perhaps, Madam Minister, you would indicate whether you feel the estimates—  
4:30 p.m.

**Mr. Chairman:** Mr. Wrye, unless this is a supplementary to what Mr. Gillies has asked, I would appreciate if you could follow the order of speakers. We have Mr. Sweeney, if you have finished your questioning, Mr. Gillies.

**Mr. Sweeney:** I would like to come back on the point that Mr. Gillies just raised. We have an allocation here of a little over \$1 billion for university support. Does the minister or one of her assistants have a breakdown as to how much of that billion comes from student tuition, how much from federal transfer payments and how much from the treasury of Ontario?

**Hon. Miss Stephenson:** None of this comes from student tuition, none of the \$1 billion.

**Mr. Sweeney:** Where would the student tuition contribution be included in the total?

**Hon. Miss Stephenson:** It is not in our estimates because we do not provide it. It is in the universities' annual financial reports.

**Mr. Sweeney:** All right, what about the breakdown in the billion of the amount from the treasury of Ontario and the transfer payments from the federal government?

**Hon. Miss Stephenson:** All of this, Mr. Sweeney, is from the treasury of Ontario, because there is no designation of established program funding under the arrangements which were established in 1976, none.

**Mr. Sweeney:** All right. How much of the money that went into the treasury of Ontario from the federal government would be included in that \$1 billion?

**Hon. Miss Stephenson:** I cannot tell you, I have no idea.

**Mr. Gillies:** The minister just gets the money from the treasury.

**Hon. Miss Stephenson:** That is right.

**Mr. Sweeney:** Where would I find that answer? From the Treasurer (Mr. F. S. Miller)?

**Mr. Chairman:** I would imagine so, Mr. Sweeney.

**Hon. Miss Stephenson:** I doubt that the Treasurer would, in fact—he might be able to compute what you think would be the amount or what someone thinks is the amount—

**Mr. Sweeney:** I am not suggesting anything; I am asking.

**Hon. Miss Stephenson:** —but those dollars that are transferred are transferred from the treasury of the province.

**Mr. Sweeney:** But the minister, I gather from her answer, is not able to say—

**Hon. Miss Stephenson:** Those funds are not designated, as you very well know, and this is considerably more than the amount provided even under the old arrangement for post-secondary education if you were to use that, but

you cannot use that computation because you are comparing two different sets of circumstances.

**Mr. Sweeney:** I will ask the Treasurer then.

**Mr. Grande:** Mr. Chairman, perhaps the Liberal critic would like to go on and ask his questions, because I have several points to make under this particular vote and I would not like to leave a point and then pick it up half an hour later.

**Mr. Chairman:** I am sure we would be quite disturbed if you were to miss any point on the items on the various votes, Mr. Grande.

**Mr. Grande:** You are right, you certainly would.

**Mr. Chairman:** As a matter of fact, I will even assist you by reminding the members under item 2 we deal with the council of the Ontario College of Art and Ryerson Polytechnical Institute if you have any remarks or any questions related to these two institutions as well. They are under item 2.

Are there any questions from the members of the Liberal caucus?

**Mr. Wrye:** Since we have apparently decided, rather than to have a general discussion—

**Mr. Chairman:** Specifically, may I remind you, on the various points on the items.

**Mr. Wrye:** Correct. I wonder if the minister would indicate, since she is so averse to indicating—indeed I take her word when she says she cannot—what portion of the EPF transfers goes to post-secondary education, why she seems to be so quick to jump in suggesting that there will be a specific cutback simply in the post-secondary area? I am just not too sure. Perhaps I am not phrasing this well.

**Hon. Miss Stephenson:** I understand what you mean.

**Mr. Wrye:** You seem to be suggesting that you cannot identify a specific number going in, but if they cut it back you will be able to identify it.

**Hon. Miss Stephenson:** If there is a significant reduction in the amount of money which is transferred by the federal government through EPF, it will affect the total budgetary activity of this province. Since those funds are supposedly directed towards the social fields, I think I would be a little hard pressed to persuade my colleagues in the resources field that they should bear the total brunt of the inability, or the lack of desire on the part of the federal government to return to Ontario those moneys



which were collected primarily from the taxpayers of the province in their budgetary activities. Therefore the implications for all of the budgetary mechanisms of this province will be affected. If they are affected, then I believe the post-secondary area will be equally affected with the rest of them.

**Mr. Van Horne:** Could I ask a supplementary? Could we speculate for a moment, Madam Minister, that if the federal government did cut back, let us say by 50 per cent, would that mean—you cannot listen to me and listen to your colleague.

**Hon. Miss Stephenson:** I was just receiving a paragraph which I would like to read to you later.

**Mr. Van Horne:** The question is this: If you were to take the example of a 50 per cent cutback in those social service areas, including post-secondary education, would the cabinet determine that the cutback would be prorated through the ministries of Colleges and Universities, Health, et cetera, or have you gone that far in your cabinet debate? You must, in other words, have some kind of game plan: if they do this you are going to have to do that.

**Hon. Miss Stephenson:** The allocation process involves all of the ministries of the government and the allocation process is very long and very tedious from time to time, but each minister has to be aware of the implications if there is a significant reduction. The Treasurer, I believe, will probably be making some statement about this when we determine whether there is or is not to be a cutback.

**Mr. Van Horne:** Again you use the example of the ministries within the resources development portfolio.

**Hon. Miss Stephenson:** No, I was simply suggesting to you that I feel, as a result of past experience, that I would have difficulty asking them to translate that reduction in terms of their ministries.

**Mr. Van Horne:** I am just trying to understand the rationale that cabinet might use. I am suggesting that you consider all the social development areas.

**Mr. Chairman:** Mr. Van Horne and Madam Minister, with all due respect for the concerns of what possibly may happen, we will not see this until the budget is brought down before the House of Commons federally. I would appreciate it if you would concentrate on the specific items.

We are concerned about the possibilities of the elimination of the established programs funding, but I see difficulties in answering where the priorities would be should this happen, and I see a difficulty in focusing on what moneys will be involved. So for the sake of simplifying this procedure, with all due respect to the universal approach you have, Mr. Grande, in your questioning, maybe we could focus specifically on particular items.

Madam Minister, would you have a reply to Mr. Van Horne?

**Hon. Miss Stephenson:** Mr. Chairman, I think that one of the best expositions of this whole matter of the relationship between provinces and the federal government in the area of post-secondary education is outlined in Peter Leslie's book and there is a paragraph that probably should be a part of the record. On page 159 of the Leslie report he states:

"The established programs financing scheme, including its post-secondary element, is clearly of importance to provincial treasuries, but does it make any difference to the universities and other post-secondary institutions? It would appear not, at least not at present. The tax points are clearly provincial property now and the cash transfers are generally regarded as unconditional, even in the two health care programs.

"In post-secondary education the federal government has no legal authority to impose conditions. This means that although the provinces are financially supported by the federal government with a cash transfer which is labelled as being for post-secondary education, for practical purposes these funds merely help to increase the provincial general revenues. The provinces can spend the money on education or on anything else, and the universities are dependent on the extent to which the provincial treasurers are willing to dip into their general revenues for the support of higher education."

I think that very clearly outlines for you that there is no directed funding related to universities provided by the federal government. First, it is not possible; and secondly, it has not been a part of the negotiations.

**Mr. Van Horne:** We are all very much aware of that.

4:40 p.m.

**Hon. Miss Stephenson:** But that is not the kind of background which, I believe, has led to the questions which Mr. Wrye has been asking.

**Mr. Gillies:** If I may put a supplementary to Mr. Van Horne's point, which I think is an

excellent one, I think it is the sheer scale of the problem, Madam Minister. If—was it \$1.5 billion?—

**Hon. Miss Stephenson:** Yes.

**Mr. Gillies:** —is cut back, and the social policy field accounts, I think, for something like 60 per cent of the government's spending—

**Hon. Miss Stephenson:** Yes.

**Mr. Gillies:** —or more, then you obviously are faced with a colossal problem just because of the size of your ministry compared to others.

**Hon. Miss Stephenson:** Yes.

**Mr. Gillies:** So when we are, as you point out so well, faced with \$500 million or \$600 million possibly gone in the next two years, Mr. Chairman, I think this is the forum and the time to have some frank discussion about the possible effects of this.

**Hon. Miss Stephenson:** One of the matters of concern is the range of figures which has been suggested by the federal Minister of Finance. He has at times mentioned the sum of \$11 billion, which is an astronomical amount of money to be reduced.

**Mr. Grande:** Over five years.

**Hon. Miss Stephenson:** Yes, over five years, he suggested, and that is significant in terms of each provincial treasurer's capacity to meet the requirements which have been established on the basis of the agreements which were negotiated in the early 1970s.

**Mr. Van Horne:** If I may respond, going back to you, Mr. Chairman, as I see it, this item is the critical item of all of these estimates. With all due respect, I think the committee is obliged to give very serious debate to this now. I do not think there is any question that the rest of the estimates will follow along in short order, but in my view, and I think in that of my colleagues, too, this is key. This is really the critical issue.

**Mr. Chairman:** Do the members of the committee feel the elimination of EPF will be an inevitable reality? I wondered whether we want to spend the next two hours speculating on something that may or may not happen, and to ask Madam Minister to perhaps point out which areas may be affected. I do not know whether that is what she wants to do in the next while, or to proceed on the various items.

**Mr. Gillies:** Mr. Chairman, if I might—  
Interjections.

**Mr. Grande:** Look, I am going to kick you out of my riding pretty soon.

**Mr. Chairman:** Just temper your temper a little, Tony.

**Mr. Gillies:** Just following on what Mr. Van Horne has said, I think that the university community, and indeed the general populace, probably expect and hope we will be addressing this problem, because I think it is, and I quite agree with you, the major issue in this field at this time. I do not want us to get too far into the realm of speculation, but I think Mr. MacEachen has made his position, at least in the spring, quite clear, and we all wait to see if that does translate into fact—

**Hon. Miss Stephenson:** He has repeated it, yes.

**Mr. Gillies:** —and he has repeated it.

Has the minister's staff gone far enough down the road on this thing to actually start looking at programs and considering where the impact will most seriously be felt across the scope of her ministry's programs? Is that premature? I do not know. But is it the time now to be looking at this before it is dropped on us, or is it the time to scramble around afterwards, after it is a fait accompli?

**Hon. Miss Stephenson:** We have most certainly looked at the potential effect. The difficulty is that we are dealing with speculation. If indeed the entire brunt of the reduction proposed, or the suggested reduction in transfers, were to be borne only by the university system, I have to tell you that it would seem to me that could entirely eliminate funding from the University of Toronto, because the level of funding for that university is in fact just about the amount that the EPF funding reduction would be.

**Mr. Grande:** You will not close it down then?

**Hon. Miss Stephenson:** If you want to look at it that way, that is one of the effects that it could have.

**Mr. Grande:** Oh, you are suggesting that you would.

**Hon. Miss Stephenson:** If we were, within the university system, to be responsible for the reduction of approximately one third of that, it would seem to me the reduction in faculty would be just a little over a thousand, because that is where the primary costs are in universities. In support staff, it would probably be a reduction of approximately 1,400 people. The students who would be affected with those kinds of reductions would number approximately 15,000 students. Those are the implications of that kind of reduction.

**Mr. Gillies:** This is what I was hoping you would give us. Let us put some scale on this thing and see what we are talking about.

**Mr. Chairman:** Mr. Van Horne, apparently these were supplementaries to the question you raised. Can we continue?

**Mr. Van Horne:** I am delighted to see these supplementaries, carry on.

**Mr. Chairman:** I just wondered whether we could go back to Mr. Grande who was kind enough to allow the Liberal critics to express their concerns and question the minister. Do you want this to continue? Mr. Van Horne, do you have more questions?

**Mr. Grande:** I would like to continue. With all due respect to the other members, I think we are putting the question to the minister just about head on and the minister is just repelling all the questions.

I think maybe we should go around another way to say since this particular vote in your estimates has to do with long-term planning, strategy, et cetera, let us talk about the strategy you had in your ministry prior to the report of the Committee on the Future Role of Universities.

Before you got this report, which was some time in August of this year, what were your plans for the universities this coming year? Did you have any plans at all?

**Hon. Miss Stephenson:** Sure, the plans are right here, because they were a part of the allocation process.

**Mr. Grande:** No, I am saying to you since you do not want to touch this report and the questions that were aimed at you seemed to say—

**Hon. Miss Stephenson:** Are you suggesting that I had some plans for making some major modifications in the university system? No, I did not.

**Mr. Grande:** I am not suggesting, I am asking.

**Hon. Miss Stephenson:** No, I did not.

**Mr. Grande:** I am asking.

**Hon. Miss Stephenson:** I am asking whether that is the wording of your question.

**Mr. Grande:** I am saying to you this report was given to you in August of this year. You set up this committee in November 1980.

**Hon. Miss Stephenson:** These estimates were established almost a year ago now.

**Mr. Grande:** Okay, that's fine.

I want to leave that report alone. I do not

want to touch it. I would be more than willing, as I said yesterday, to give you time to take a look at that report, to give you time to take a look at the report on continuing education, The Third System, the polytechnic education report and the colleges report that you will be receiving, to decide on policy formulations and directions.

I am saying, in terms of your ministry under this particular vote, that in effect you should be having some long-range planning about the universities; in effect, you should have some strategy in place for the universities. If this report were not written or you had not commissioned this report, would you continue with the underfunding of the universities for the next fiscal year?

**Hon. Miss Stephenson:** Go ahead.

**Mr. Grande:** I am finished; I asked a question. I don't know whether it was heard. I will repeat it: If this report had not been not commissioned, was not done, was not given to you in August, did you have plans to continue the underfunding of the university system as you have in the last four to five years? Was that the strategy of these particular 15 people who make up the nucleus, the brain, supposedly, of the minister?

**Hon. Miss Stephenson:** As I said, the allocation process was carried out almost a year ago now. It was based upon the philosophy, which I think is a very reasonable philosophy, that the government of Ontario should attempt to live within its means as best it can. Certainly all of the activities are related to that kind of philosophy.

The funding to the universities was increased significantly last year. At the time the allocation was established it was related very directly to the projections for the level of inflation for the year 1981.

Unfortunately, those astute federal brains who produce those projections for the level were wrong and the allocation which was provided through this mechanism has not met the level of inflation for the year 1981. The inflation level is higher than that. But certainly that was the intent when the allocation process was carried out because, on the basis of the best information made available to us, we were within decimal points of the level of inflation and we were trying very hard to ensure that there would be reasonably adequate funding for the universities.

4:50 p.m.



That was my plan and that has continued to be my plan, except that during the past 18 months, in conversations with the university presidents and with the OCUA, we were expressing concerns about the demographic shifts, the shifts in the economy, all of the things that have impact upon our society, in which the universities have a significant role to play.

That is why, as a result of those consultations, COU agreed to participate in the study which you are not going to refer to. That study was, in fact, initiated last November. The preliminary report was produced at the end of February of this year and the final report in August.

**Mr. Grande:** Madam Minister, the reason why I say that I would not refer to it is because you made it pretty clear that you are not going to make any comments about it whenever you have been asked since the month of August. Therefore I am not naive enough to think that you are going to tell us right now what you are going to tell us in December or January, or whenever you are ready.

**Hon. Miss Stephenson:** Right.

**Mr. Grande:** So therefore there is no point in really zeroing in on that. As I said to you, the reason why this report is important is that it probably brought home to you and to your government what you have not been doing for the universities in the last four or five years.

You know that sum of \$25 million for university furniture and equipment that has deteriorated in the past four or five or six years is not a new sum that the committee pulled out of the air. I can remember back in 1979 when we were talking about the amalgamation of the two ministries that professors from universities were coming here and saying, "We need approximately that much in order to maintain our equipment, in order to keep it updated, et cetera." It is information we had prior to us having any knowledge of the report of the Committee on the Future Role of Universities.

Therefore, I am saying to you, is it driven home to you that the universities have been underfunded? I am not asking you to decide on that report right now. Do you accept now, at least, that for the last four to five years the universities have been underfunded, or will you continue to make speeches, as in one press report from Ottawa that I read—you were speaking in Ottawa, I guess—in which you said, "Oh no, the universities have not been underfunded at all."

**Hon. Miss Stephenson:** Oh, really? I have not been making any speeches in Ottawa lately, so I do not know where you got the press report.

**Mr. Grande:** You were reported that way. A press clipping came from Ottawa in which in essence you said, after the Committee on the Future Role of Universities reported to you, you were defending the fact that you and your government have not been underfunding the universities.

**Mr. Chairman:** It would be appreciated, Mr. Grande, if you would have a copy of that particular report, or a quote from it, if there is a discrepancy between what you allege and what the minister says.

**Mr. Grande:** As soon as I finish what I am going to say I will pull that out, because I have it here. I want to talk about EPF, and certainly the questions that have been raised here are important questions in the sense that surely the Minister of Health (Mr. Timbrell) has been going around this province now for the past couple of months saying that deterrent fees are going to come in if EPF is going to be cut back. So the Ministry of Health is certainly deciding on strategy.

**Hon. Miss Stephenson:** I have never heard him say that at all.

**Ms. Fish:** What page is that on. I am sorry?

Interjections.

**Mr. Chairman:** Mr. Grande, we are not discussing the estimates of the Ministry of Health, we are discussing the estimates of the Ministry of Colleges and Universities.

**Mr. Grande:** Mr. Chairman, I am trying to find—

**Mr. Chairman:** I indicated earlier, with all due respect—

**Mr. Grande:** What is your problem?

**Mr. Chairman:** —to the universal approach you have in your questioning and your comments, if you could somehow be more specific, point to certain items in item 2 of vote 2801 and some of your concerns, because I feel you are repeating yourself constantly and in making no reference to the report you have referred to the report for the last nine minutes.

**Mr. Grande:** The answers, Mr. Chairman, are not forthcoming. So therefore we are attempting, as fast as we can, to get some answers. I am suggesting to you, sir, that the Ministry of Health—and I am not talking about the Ministry of Health portfolio here.

**Mr. Chairman:** All right.

**Mr. Grande:** This forum is a political forum, sir. So therefore I do not have to talk precisely about the specific vote under the Ministry of Colleges and Universities. I am talking about the government of Ontario.

**Mr. Chairman:** I would appreciate it if you would, Mr. Grande.

**Mr. Grande:** Mr. Chairman, just hear me out and see whether what I am saying makes sense or does not make sense.

I am saying to you the Ministry of Health has said, in effect—and some of the questions asked in the Legislature in the last two to three days point to the fact—that the Ministry of Health is beginning to plan on the basis of “if the federal government takes certain steps.” That message is clear.

What I would like to say to the Minister of Colleges and Universities is, if the EPF funding remains the same as it has been since 1976, everything is fine in the sense that you are going to be dealing with this report on the future role of universities, and you will be deciding what increase the universities are going to have—and we are talking obviously of the next fiscal year; I am projecting.

If EPF funding is cut, what plans have do you have? What are you going to do? We are talking about ifs, but I think you should, as a ministry, explore all the possibilities, should you not?

**Hon. Miss Stephenson:** Yes.

**Mr. Grande:** All right. So, what kind of plans—

**Hon. Miss Stephenson:** That is exactly what we are doing, exploring all the possibilities.

**Mr. Grande:** That is right. So what kind of plans do you have in the disastrous event that EPF funding will be cut back?

I realize it is block funding; it does not hit the Ministry of Colleges and Universities specifically but it will hit grade 13, in your Education portfolio. It will hit the Ministry of Health. It will hit the Ministry of Community and Social Services, et cetera. In other words, the whole social sector.

If EPF funding is cut, what alternatives have you got? What plans have you got to put into effect?

**Mr. Chairman:** This question has been repeated a number of times.

**Hon. Miss Stephenson:** Yes.

**Mr. Chairman:** What alternative do you have, Madam Minister, if EPF is eliminated?

**Hon. Miss Stephenson:** A number of alternatives, all of which are being explored and about which you will be informed in due course.

**Mr. Chairman:** Thank you. I will allow one more question and then, simply because in consideration that Mr. Grande has asked that a representative of the Ontario Council on University Affairs appear before us—the gentleman is here. Welcome, Dr. Winegard. If we proceed somehow reasonably with these votes, perhaps Mr. Grande will have the opportunity to question Mr. Winegard.

So, thank you for your consideration, Mr. Grande. If we could proceed with item 2.

**Mr. Wrye:** With respect, Mr. Chairman, since this is the largest single vote on this item, it seems to me we should have something more than this somewhat perfunctory discussion.

I apologize, Madam Minister, that I missed the beginning of your comments in which you talked about cutbacks to post-secondary support of the level of the estimates this year for the University of Toronto, some \$200 million to \$205 million.

**Hon. Miss Stephenson:** Yes.

**Mr. Wrye:** I just wondered if I could return to the opening premise of your statement.

5 p.m.

**Hon. Miss Stephenson:** Yes. I suggested that if, indeed, the current rumour holds true and the amount which is reduced in terms of federal transfer is of the total of \$1.5 billion over two years, it is, I believe, the estimate that the cost to the province of Ontario would be something of the order of between \$500 million and \$600 million. One half of that for one year is approximately, in ball-park figures, the amount which is transferred in support of the University of Toronto.

That is all I was saying; that if the university system were to bear the brunt of that reduction in transfer alone, that could be the result. I am not suggesting it would be. What I was simply trying to do was to give you an example of the magnitude of the reduction of the transfer if it were to be carried out in the way in which it is currently being suggested by the speculators.

**Mr. Wrye:** But since these payments are unconditional, as you suggested earlier, it is certainly within the purview of the Ontario government to spread any federal cutbacks through all the ministries.

**Hon. Miss Stephenson:** Indeed, that is what I said earlier. Yes, exactly.

**Mr. Wrye:** Indeed, should it be the choice of your government, you might have no cutback at the colleges and universities level.

**Hon. Miss Stephenson:** Yes, that is possible, but you were asking me the implications should the feds carry out their threat to do this. And the implication, in order to give you some sense of the magnitude, was simply to suggest to you that that was an example of what could be the result. It is unlikely to be the result, but it could be.

**Mr. Wrye:** As you know, one of the concerns that the federal government has expressed—and indeed it was repeated by the federal task force, I believe by all members of that task force—was really the lack of credit—I suppose we are getting into that in these days of deficit budgets—that the federal government has had for the billions of dollars it has poured into the system. I would not suggest that you personally would, but people have been all too quick to point to the federal government deficit and all too slow to point out some of the reasons the deficit is as high as it is. I wondered if you have any comments.

I notice also on page two of your statement you concerned yourself with the impact of targeting. I just wonder if you would address yourself for a moment to Ontario's view in terms of what credit, or whatever term you wish to use, the federal government should be receiving for what it is putting into the system, and if you would expand a little bit, I suppose, on what your specific concerns are in terms of targeting.

**Hon. Miss Stephenson:** I do not have any difficulty at all with providing the federal government with its visibility, which seems to be one of its major concerns. At the same time I would like to say that the federal government, I believe, should recognize that the money which it distributes is not the federal government's, it belongs to the taxpayers of Canada, and the taxpayers of Canada are indeed supporting the post-secondary institutions through those transfer payments which are so generously allocated by the feds.

If the feds want more visibility, I do not care if they want to put signs up on all the university buildings that a part of every program in here is funded by the federal government of Canada. That is perfectly fine, I do not have any difficulty with that.

I have to tell you that nine other Ministers of Education with responsibilities for post-secondary

education do not agree with that, but I certainly do not have any difficulty and if the feds want to do it, by all means let them go ahead.

**Interjection:** You are in bed with the feds.

[Laughter.]

**Hon. Miss Stephenson:** I am not in bed with the feds. If they believe their credibility suffers because their visibility is too low in the university system, then I would help them to devise means to ensure that all of the citizens of Ontario are aware that their tax dollars which the feds have collected have been sent back in order to provide university education.

**Mr. Wrye:** I just would draw your attention to one of the items on page 31.

**Hon. Miss Stephenson:** We have not got there yet.

**Mr. Wrye:** It is under item 2 of provincial support, transfer payments and grants for operating costs. I do not know whether this is an example of their concern, but it has a series of years and then it has: "Government. Provincial. Federal. Other." There, 78.6 per cent of the cost is carried by the provincial government and the feds have not put in a nickel.

Perhaps I am wrong, maybe this is one of those areas, but it seems to me, are there not a few federal dollars which have been paid to you and then paid out again by your government? I know it is the taxpayers who have done the whole thing.

**Hon. Miss Stephenson:** It is not designated funding but if the feds want some credit for that funding and you want us to put some kind of figure in here, then I suppose with the assistance of the Treasurer I could find some way to put some measure of federal contribution to this activity.

**Mr Wrye:** It seems to me in a general sense—

**Hon. Miss Stephenson:** On the basis of the philosophy of the EPF funding, this is the appropriate way to report it.

**Mr. Wrye:** I appreciate that, I appreciate what you are saying, but it seems to me—and I do not really care whether you get the Treasurer to come up with a number; he has enough work to do, I know, with the new oil company—perhaps it should be government, provincial



and federal, and then just the 78.6 per cent would be credited to both, if you can see what I am getting at.

**Hon. Miss Stephenson:** I see what you are getting at.

**Mr. Wrye:** To give the federal government the kind of visibility that they are very—

**Hon. Miss Stephenson:** Do you really think they read our estimates? I do not think so.

**Mr. Wrye:** May I go back to the matter of targeting?

**Hon. Miss Stephenson:** Yes.

**Ms. Fish:** I have a supplementary on visibility. I am just wondering, Madam Minister, whether you would interpret the suggestions of the Liberal critic as being that members of his party sitting at the federal level would, if we provided greater visibility, clearly not be contemplating any further reductions in the EPF financing.

**Hon. Miss Stephenson:** You will have to ask that of the Liberal critic.

**Ms. Fish:** Perhaps the Liberal critic would be pleased to share his thinking and that of his federal colleagues on the matter, since he was so firm in the matter of visibility and seeming, through the line of his questioning, to provide inference to the reasonable listener that it was the matter of visibility that was of the greatest concern to the federal government in its possible cutbacks in this regard.

**Mr. Wrye:** I was not suggesting that, neither was I not suggesting it. I would refer you to the comments I have made on the established program financing and the levels at which we believe they should stay. I would refer you to my opening comments. I think they make the position of my party on the matter very clear and I will leave it at that.

**Mr. Gillies:** I would ask, through you to the minister, Mr. Chairman, to the best of your knowledge—I know the federal government cited this visibility, this credibility problem in their memoranda of the spring, but have they in fact, to your knowledge, communicated to the province that if this issue were addressed the threat would be removed?

**Hon. Miss Stephenson:** No.

**Mr. Gillies:** This is what I am wondering, if it is a convenient excuse, but I would look and hope—should we be contacting them? I do not know. If, as you say, it is a question of giving some credit to avoid this terrible problem, then I would hope that somewhere at the two levels of government such discussions would be undertaken.

**Hon. Miss Stephenson:** The suggestion was certainly strongly made by me at the federal-provincial conference of the ministers with responsibility for manpower that Ontario was perfectly willing to allow the federal government the kind of visibility it felt was necessary—whatever that was, because we really do not know what it is at this point—because that seemed to be a reasonable route.

I have some philosophical differences, I suppose, with some of my colleagues with similar responsibilities in other provinces because I do believe that universities are not specifically functioning on behalf of a province. A university has, not only in this country, national responsibilities, and I suppose we feel this in Ontario because of the fact that for many years we were responsible for the university education of many students from all parts of the country, and we still are. The proportion of students from other parts of the country who study at our universities in Ontario is very much higher than the proportion of Ontario students who study elsewhere in Canada.

**5:10 p.m.**

We have a feeling, and I share this with the university community, that we are educating not just for Ontario but for Canada and, to a certain degree, internationally as well. Therefore I have less philosophical impediment in terms of accepting the concept that there should be a federal presence within the university system. That federal presence I am perfectly willing to acknowledge. As a result of the negotiated agreement, the arrangements regarding tax points transfer and EPF did not permit that kind of acknowledgement, because they were nondirected transfers of funds. There were not specifically for one purpose or another.

**Mr. Gillies:** I would hope if you, Madam Minister, and the other ministers of the Ontario government have voiced this publicly and to the federal government that they would take it into account. If they do not and the threat of the \$15 billion and the portion thereof that refers to the Ontario government is brought in, then I would have to question the sincerity of that motive on their part.

If they are cutting back EPF to address their deficit problem, that is one thing. But if you will go half way to meeting their concern, as expressed in the spring, then that is something else again.

**Hon. Miss Stephenson:** I would be delighted to be able to make that offer to the Secretary of State with responsibility for universities. The former Secretary of State was less than accommodating in terms of meeting with members of the Council of Ministers of Education with responsibility for universities, and we have heard nothing so far from the new Secretary of State about whom I have some concern, because I am not sure that he really knows what a university is. But that is a personal opinion which I probably should not express.

**Mr. Wrye:** But you did.

**Mr. Gillies:** He certainly knows what sports are all about.

**Mr. Wrye:** I appreciate, as far as it goes, the generous comment you made about helping the federal government out in terms of its visibility. They would probably be more interested if you helped them out with some proper funding so they would not have to bail out the system as much as they have bailed it out in the past few years. That was a passing—

**Hon. Miss Stephenson:** Mr. Wrye, I would suggest to you that they have not been bailing anything out for a very long time, except themselves.

**Mr. Kolyn:** And they have not done a good job there.

**Mr. Wrye:** I would just point to the increase of some \$400 million in EPF transfers this year, an increase, I estimate, of around 12 per cent, which was significantly higher than the level of funding given to the universities of 10.1 per cent.

**Hon. Miss Stephenson:** One of the interesting things that occurred very shortly after the agreement was reached was that the federal government moved almost immediately to index income tax so that the value of the tax points decreased quite significantly in terms of transfer on that basis to the provincial governments, which was a very interesting ploy.

**Mr. Wrye:** I just wanted to return, Mr. Chairman, because I have asked—third time lucky—so I thought I would ask again if we could get some comments from the minister on—

**Hon. Miss Stephenson:** On the targeting.

**Mr. Wrye:** Yes, on the targeting.

**Mr. Chairman:** Following that question on targeting, I just wondered if we could ask Dr. Winegard to perhaps appear—

**Mr. Wrye:** Could we defer the vote on item 2? That is fine with me.

**Mr. Chairman:**—and defer the vote on item 2 and then proceed after this answer.

**Mr. Wrye:** Yes, but I would like to hear the minister's comments.

**Hon. Miss Stephenson:** The concern about targeting, it seems to me, is the very great potential for very direct intrusion of a government of any stripe into the autonomy of the universities in terms of their function, academically and organizationally. If there were targeted funding provided by the federal government, or any government, for any series or group of programs within the universities, there would be a distortion of the structure and the function and the organizational pattern of the universities.

The provincial government has stayed as far away as possible from any kind of intrusion into the management of the university system, because we believe that is appropriate. We do not believe government should be invading that territory.

Traditionally in this province, as it has been traditionally in Great Britain, at least, there has been no direct intrusion into that capacity of each individual university, and targeting would invade the territory quite vigorously. It is less than desirable in terms of the long-term function of the universities if we believe that the objectives which have been established by the universities themselves for their own function are valid.

**Mr. Wrye:** One of the things I have heard though from the universities, and one of the concerns they have, when one talks about targeting—and I guess it is at a little more general level; it is not just the federal level—is there has been a great increase in demand in a number of areas: business, engineering, computer science, to name three. Because of the formula funding now under way, they are concerned about their ability to cope with that demand of increasing staff and the like, because every increase in enrolment is not fully funded—

**Hon. Miss Stephenson:** Not immediately, no.

**Mr. Wrye:**—in terms of the basic income units. Perhaps if you were to target extra money into specific courses, even to a certain level, some of them have suggested they would appreciate that, because it would allow them to

meet the demand in those courses. I do not know whether you have given that any consideration.

**Hon. Miss Stephenson:** Yes, and it is my understanding that the increased enrolment, for example, which has persisted in engineering for the last couple of years has not provided any great distortion within the system, and that the problem which arises related to computer science is not in terms of the availability of dollars, it is primarily in terms of the availability of faculty with the appropriate kinds of background to ensure that the program which is provided is the quality program they demand.

**Mr. Wrye:** But in some aspects of business it is certainly the availability of faculty and the availability of the institutions to pay those faculty members.

**Hon. Miss Stephenson:** I have to tell you that a couple of very imaginative and innovative institutions which have developed programs directly related to business, which they have managed to fill completely, have done so within the constraints and without any major difficulty apparently.

**Mr. Wrye:** I guess I have not visited those institutions.

**Hon. Miss Stephenson:** One of them is not too far from you, mind you, and that is perhaps one that you should look at.

**Mr. Wrye:** Half way between here and there?

**Hon. Miss Stephenson:** Yes.

**Mr. Grande:** Mr. Chairman, I undertook to take a look at that article that the minister—this is regarding the underfunding of the universities.

**Mr. Chairman:** Oh yes. Would you mind holding it for a while so that we can defer item 2, or do you want to proceed for another—

**Mr. Grande:** I still have some questions that I would like to ask under this vote, obviously.

**Mr. Chairman:** With all due respect, Mr. Grande, you had requested Dr. Winegard to participate today. He has made a special effort to come down and I would appreciate your co-operation if we could perhaps listen to our witness and then we would go back to any items you raised in your earlier questioning.

**Mr. Grande:** He can come down here now.

**Mr. Chairman:** He is right here.

**Hon. Miss Stephenson:** He is right here.

**Mr. Chairman:** He has been waiting for almost an hour now. So, thank you for your co-operation and consideration, Mr. Grande.

**Mr. Grande:** Mr. Chairman, I understood that he was going to come down tomorrow, Wednesday.

**Mr. Chairman:** No. The minister was quite co-operative with your request and speedily asked Dr. Winegard to come down. So, do I have the agreement to defer item 2, and then we will go back to it?

Dr. William Winegard is the chairman of the 19-member Ontario Council on University Affairs. Welcome, Dr. Winegard. I believe that the first questioner most likely would be Mr. Grande. Unless you have no questions.

**Mr. Grande:** Mr. Chairman, you are provocative. I think you should get up in the Legislature a little more often so we can engage in debate.

I just would like, sir, to ask you a few questions. I apologize that I do not have a copy of the report which you issued to the minister.

**Hon. Miss Stephenson:** In response to the request that was made in May regarding manpower.

**Dr. Winegard:** The engineering request?

**Hon. Miss Stephenson:** Yes.

**Mr. Grande:** That is correct. I wonder if you could be good enough to go over in a brief format the major recommendations you made to the minister on that.

5:20 p.m.

**Dr. Winegard:** I would rather just ad lib because there is no way I am going to be able to review it in 30 seconds. We did not make any recommendations as such on that. What we tried to do was to outline what we saw as some of the problems and some of the opportunities if the government wanted to go in certain directions.

When we got the reference from the minister, it was, as you know, sir, to have a look at whether we were running into a serious shortage of engineers, computing scientists, business graduates, et cetera, and if we were, what should we be doing about this in general.

The tack we took was to obtain as much information as we could about the demand for these professionals in the marketplace and to look also at what the universities had been doing over the last few years in terms of graduating people in these courses. The demand side was very confused; as you know, most manpower demand things really are. One of the oldest organizations in the country doing this is the Technical Services Council. Their reports indicated that in engineering we would probably be



in balance, in terms of supply and demand in Canada, by the mid-1980s. Much depended, of course, on what was going to happen to energy and how quickly these energy projects were to come on stream.

No one knows that. So, on the engineering side, we looked at what the universities had done in Canada over the past while in every province and came to the general conclusion the enrolment had increased substantially over the past five or six years, and that when the very large classes which were now in the freshman and sophomore years hit the street, so to speak, we could even have some temporary surplus of inexperienced engineers. One of the things we did find out through all of our investigation was people wanted experienced people.

We did find as well that there were some places in the university system not taken up by students. You have to be a little bit careful about this because I have heard rumours that people have tried to get into engineering and could not get into engineering. You have to ask how they tried.

If they went to the University of Waterloo and said, "My first choice is Waterloo engineering," if their second choice was Waterloo science, then that is probably where they ended up. But if their second choice had been engineering, Toronto; their third choice engineering, Queen's; or their tenth choice engineering, anywhere please; they would have found a spot in this system. So there are a couple of hundred places which were not filled in this current year.

Our general advice on engineering was to say, "We are not at all sure that you have a major problem by the time your current classes begin to graduate, particularly when some of the other provinces, it seems to us, have not increased their engineering enrolment nearly as much as Ontario has, but you have some spots there now and you can gain a few more spots relatively easily at no cost by putting a quota on visa students"—and that seemed to us to be a reasonable thing to do.

We said, "Failing that, if that did not do what you wanted it to do, you could target particular institutions to increase their enrolment for you without major capital cost, but it would all be on the operating side, and it could be short term and it could almost be a contract." After all, that is how Ajax, to some extent, ran at the University of Toronto, where I spent one year of my life after the service. We have said, "Those are the things you can do."

The essence of our whole memorandum in all

of this was to advise you not to do anything in a hurry. We said: "You have a system that is responding out there. It has been responding reasonably well. Before you jump in and make a major perturbation, you had better be sure that is going to last, or you will have created once again extra supply and no demand. Take it in steps, if you will, and do not push it." We said pretty much the same for all three areas.

**Mr. Grande:** That is what I understood that the content of your message was all about. Then where is this magical shortage that somehow we should be having in engineering, in computer science, in administration and finance? Where is this shortage? Why do we talk about it?

**Dr. Winegard:** There is no doubt that we have a shortage in all of those areas at this moment. I think the question is how to alleviate that shortage. You can take some actions that will do more harm than good to the universities in the long run. From the university point of view, you know very well that if they start turning out people and there are no jobs, it is the universities that are going to get the blame. It will not be anybody else.

**Mr. Grande:** Maybe the government should get it.

**Dr. Winegard:** We have said to the universities as well as to the government: "Watch it, please. You could do things that would be bad for both of you."

There is no doubt, sir, that at the moment there is a shortage. There are all kinds of things that can be done to alleviate this shortage. Business can train some of their own. They have been doing too little of that in the last few years and they can do more.

**Mr. Grande:** Am I correct in making the assumption that what has been happening in the last three to four years in the universities is that we are turning out the professionals that are required for the economy of this province or of Canada? Of course, I fully agree that people should be free to move to Alberta or to British Columbia or to wherever they find a good life for themselves. In effect, we had been turning out those professional people, but the jobs were not there.

When you take a look at the statistics, the net effect is that we have lost those trained, professional people to the United States of America.

**Dr. Winegard:** That is something that happens from time to time, as you know, Mr. Grande. Sometimes we are at the bottom of the

totem pole in terms of salaries and opportunities, et cetera, and we have lost people to the United States, and we go through periods where we do not lose anybody to the United States. In recent years, we have been losing people to western Canada, but the price of housing may stop that.

**Mr. Grande:** What I am trying to get at is that your memorandum to the minister actually is to stand pat and not make any major changes.

**Dr. Winegard:** I agree with no major change, but I do not think it quite says stand pat.

**Mr. Grande:** You are saying, "Do not make any major changes because if you make the major changes now in four or five years' time you are going to have a lot of these people coming out of universities and they may not find jobs."

All right. Let me ask the minister why did she commission the study to begin with? What was the purpose?

**Hon. Miss Stephenson:** The conventional wisdom was that we were facing, as Dr. Winegard has suggested, a shortage of certain professionals at the present time and that we would be continuing to suffer that shortage for a significant period. We simply wanted to know whether there was truth in that projection; whether the university system had been moving in the direction of accommodating the increasing demands in those three areas, engineering, finance and administration, and computer science over the last several years; whether we were likely to be moving in the direction of sorting out that shortage, realizing, of course, that anything that one does structurally within a university requires a significant lead time to produce any alleviation of the problem which is being addressed; and whether there were any short-term measures that might be introduced as well.

5:30 p.m.

**Mr. Grande:** They did, as Dr. Winegard says, suggest to you some short-term measures.

**Hon. Miss Stephenson:** Yes.

**Mr. Grande:** How far along are you in accepting or rejecting some of those short-term measures?

**Hon. Miss Stephenson:** Those are being seriously considered at the present time.

**Mr. Grande:** In other words, you are saying that you are at the same spot and that you will consider them.

**Hon. Miss Stephenson:** Certainly we now have the informed opinion of OCUA in this area and, as usual, we shall consider very seriously the advice given to us by OCUA.

**Mr. Grande:** What I am saying to you, Madam Minister, and the line that I have been taking in my leadoff speech and in questioning here, and Dr. Winegard accentuates that point, is that obviously the demand side is confusing. If the demand side is confusing, how are you going to decide what professionals you need? That is the major problem, and until we realize where our major problem is, we cannot move to rectify it in any way.

Dr. Winegard was quoted as saying that back in the 1950s or 1960s there was a glut of engineers and engineers were not able to find jobs. I do not know whether you were misquoted, sir, but you were saying that we seem to be coming full circle to that point. If we make major structural changes in the universities, we are going to end up with a glut 20 years down the line again.

**Dr. Winegard:** One of the things I have said to the minister personally, when I delivered that advice to her, was that, since I am an engineer, I have followed engineering education and the profession generally in this province now for some 30 years and I find that it has always been like that. It is like a sine wave, and I expect that is the way it is going to continue. As soon as you try to really put controls on, something outfoxes you every time because you cannot predict the economy from one year to the next.

**Mr. Grande:** Except that right now, not only can we not predict the economy, but we are not able to make any educated guesses whatsoever about the economy. While predicting the economy is a difficult task, we do not even seem to be in the ball park in terms of manpower and professional needs in this country.

Regarding the quota of visa students, I guess the minister will respond in due course about this report.

Madam Minister, turning to you, the frustrating thing that I find in these estimates, whether they be for the Ministry of Education or here, is that we do not seem to be willing or wanting to discuss problems of this province in an open way here.

**Hon. Miss Stephenson:** I am perfectly willing to discuss them, Mr. Chairman.

**Mr. Chairman:** Mr. Grande—

**Mr. Grande:** Mr. Chairman, I am speaking to the minister right now.

**Mr. Chairman:** We have a witness and we are questioning the witness. There are two other people who have questions they would like to address to Dr. Winegard, and you are going back now to questioning the minister.

**Mr. Grande:** I was not questioning the minister. I was making a statement to the minister.

**Mr. Chairman:** It is hard to guess which you were doing.

**Mr. Grande:** It seems that we have come with major reports, and what we are faced with in this committee all the time is, "We are in the process, we are in the process, we are in the process," and the decision-making process comes to a halt. We never arrive; we are always in the process. I guess that is the way of the world.

**Hon. Miss Stephenson:** I do not believe that that is so, Mr. Chairman.

**Mr. Grande:** However, the problem is out there.

**Hon. Miss Stephenson:** I have given you the time frame of that consideration, as a matter of fact.

**Mr. Chairman:** Mr. Grande, do you have any further questions for Dr. Winegard?

**Mr. Grande:** Yes. As the chairman of the Ontario Council on University Affairs, what is your reaction to the report of the Committee on the Future Role of Universities in Ontario, knowing full well that you are a member of it?

**Dr. Winegard:** You asked me in my capacity as chairman of OCUA. I think it is an absolutely splendid report.

**Mr. Grande:** Right, everybody else thinks so.

**Dr. Winegard:** I know what you want.

**Mr. Grande:** You have two hats, in other words.

**Dr. Winegard:** The report has been generally well received by council itself, which is what I think you are really after. They think it is a pretty fair report.

**Mr. Grande:** Thank you very much.

**Mr. Wrye:** I suppose I will take them in the same order as Mr. Grande. If I can return first to the manpower area, it may be a little repetitive but I just wonder how we keep boxing ourselves into these situations where today we have a shortage and yet, after a brief study, what you are able to recommend to the minister in a major way is a proposal in terms of student size and demand in certain areas, in these three key areas, that will take us to the end of the decade.

I am not just sure how we can make this kind of a confident recommendation after a fairly brief study and yet we continue to see these cycles come and go and we always seem to have shortages and then surpluses.

**Dr. Winegard:** What we are saying is that is always going to be the case. You are always going to have surpluses, you are always going to have shortages. Our experience generally has been that no persons can outguess this better than the students themselves. Deliberate manpower planning of the kind that is often envisaged we think will put the system more out of synchronization than it will be if you let the students decide.

The difficulty, of course, with letting the students decide is that they are often out of phase, but it does come back. There are maybe not enough jobs out there, but then after a while there are jobs there. I guess part of our advice to the minister was to interfere in this cycle as little as you possibly can and be very careful indeed if you are going to interfere here in any massive way.

**Mr. Wrye:** That is a general statement though. Is there an area where you think there should be government intervention in manpower planning, where we should in effect put controls on one way or another, where the government should intervene? For example, the minister herself spoke just a few minutes ago about the shortage of PhDs in computer science. Were there some specifics within your general recommendations?

**Dr. Winegard:** We did point out that one of the difficulties, both from the point of view of increasing enrolment in these areas and in terms of research, was that we have a shortage of faculty in computing science, we have a shortage of faculty in the business area and in some parts of engineering. It is not a broad-stroke thing in engineering, but in very particular, high-technology areas. We have difficulty increasing enrolment substantially, even if we wanted to, until we address some of those problems.

What we have said is that we really should be looking at, right across the country, not just in Ontario, some special scholarship program to entice young men and women into those areas.

**Hon. Miss Stephenson:** At the graduate level.

**Dr. Winegard:** At the graduate level, yes. Forgone earnings, as you know, now are very high. They pay a terrible penalty for doing graduate work at the moment.



**Mr. Wrye:** You talk about the general view of the employers right now in terms of engineering graduates—that inexperienced people coming on to the market are finding that the employer wants experienced graduates. Would it not be fair to suggest that as the decade progresses and the shortages are aggravated, at least in the short term, that the employers will be more than willing all the time to take inexperienced graduates?

**Dr. Winegard:** Yes, and they are; they are doing it. Indeed, in some instances, they are taking science graduates and giving them engineering training on the job and, of course, they are working out very well.

I think one of the things we tried to say in that memorandum to the minister was do not underestimate the flexibility of someone trained in the university to move from field to field. I think we often forget Cardinal Newman, he was right, back there in 1850 or whenever he did it. There is remarkable flexibility in people who have had a good basic education.

5:40 p.m.

**Mr. Wrye:** I do not want to put you on the spot entirely on the current funding problem but we are having trouble eliciting responses from the minister, at least definitive responses. I thought perhaps I might just get some of your views while you are here regarding the funding problems.

I apologize if the Windsor Star has quoted you incorrectly but, as you remember, you paid a recent visit to the university and met with the board. I understand. You indicated a fear that the government will continue to, as the final report says, muddle through. I would just like to get your views on why you fear that and what you think the impact of that would be in the next few years if it tries to do that.

**Dr. Winegard:** I fear it for the reasons I have heard discussed here this afternoon. What is going to happen to EPF, what is going to happen to the whole financial scene. I do not think anybody knows, neither do I believe we are going to know on November 3. We are going to be very reluctant to dismantle in any way a university system that is indeed a pretty good system.

Because we are going to be reluctant, and because we are not going to know all the financial variables, the tendency will be for us to continue to try to solve these things on a short-term basis, short-term problems. I think that is just the tendency that all of us have as

individuals.

**Mr. Wrye:** Surely that kind of ad hocery will end whenever there is a new deal struck. It seemed to me the report was not talking about muddling through for a period of months, but rather for a larger period of time.

**Dr. Winegard:** I just do not believe you are going to know the extent of the new deal a month from now.

**Mr. Wrye:** No, but the report says the temptation might be for the province and the universities to muddle through the decade.

**Dr. Winegard:** Yes.

**Mr. Wrye:** In the comments you are quoted as making to the board of governors at the University of Windsor you indicated that was your fear. I presumed you were talking about the same period of time, rather than just a short-term thing while the EPF problem got straightened out. Is that your fear in the longer time?

**Dr. Winegard:** Yes, that is my fear in the longer time, and it is a fear, because chapter six of the special committee report is a very hard-hitting response to the difficulties the committee saw if funding could not be significantly increased for the universities. If you ask me my personal opinion, I am not at all sure that any government, whoever happens to be sitting on the right side of the House, is going to be able and willing to take that kind of action, that tough action that is recommended in that chapter, and I am not holding my breath.

**Mr. Wrye:** What is your view as a member of the committee? I know it has not been stated quite clearly in the final report, but is it your view that the recommendation in the final report regarding funding has something to do with returning us to a situation that has been damaged in the latter part of the 1970s by underfunding, that we have suffered damage—

**Dr. Winegard:** There is no question about that. I have been here before and we have had words about suffered damage or whether it is off the brink or on the brink, or whatever. The fact is some difficult things have been done in the universities that have not done them any good.

Our equipment situation is beginning to be quite desperate and for very good reasons. They are not spending the money on equipment that they should be, and, of course, the whole technological change from vacuum tubes to solid state devices came in at a time that it has made obsolete 50 per cent of the equipment the

universities had. You cannot even buy parts for them any more. They are stacked up in rooms.

Sure there has been some damage. What the committee was trying to say was there has to be some degree of restoration here if you want to return these universities into first class teaching and research institutions.

**Mr. Wrye:** You are saying there has been some damage to the objectives of the university.

**Dr. Winegard:** Sure.

**Mr. Wrye:** The overall objectives that you outline back in recommendation one—that the government reaffirm your own objectives as stated in 1978, which was really an updating of the Premier's—

**Dr. Winegard:** That is right.

We are saying it is going to cost money to reach those objectives, and to extend those objectives where the committee felt they needed to be extended, based on the present system, which is X number of institutions, each with various numbers of programs and graduate/undergraduate distribution, professional, arts and science distribution, et cetera. We are saying if we cannot do that we had better make some pretty radical changes so that whatever we have will be a quality operation, even if it is smaller, et cetera.

**Mr. Wrye:** I accept as reasonable the comment that no government, even this one, would wish to close down any of the system, particularly with a Premier, who, when he was minister, was the overseer of a great deal of its growth. Is it your view that if we attempt to muddle through eventually some of the system will begin to collapse of itself, that perhaps a university will simply go under?

**Dr. Winegard:** I do not think there is any doubt of that. Yes. I do not know when it is going to happen, but surely one or two will reach the point where they will not be able to pay their bills.

That is not necessarily bad. It depends what happens after that. If we just go in and bail them out, that is bad, because you would have to look at it this way: "All right, this institution is now in difficulty. What do we want this institution to do now for Ontario, and how much will it cost us to have that done? It surely will not be what they were doing before." So you will be on the road to rationalization, if you like.

**Mr. Wrye:** But is it not true that the institutions could get into difficulty in a nonrational way, that—

**Dr. Winegard:** Oh, yes.

**Mr. Wrye:** —obviously you propose, under six, that any rationalization be just that, the restructured system?

**Dr. Winegard:** That is true. But I just cannot believe that once an institution does reach the bankruptcy point, it is simply going to be bailed out. I would assume that any government is going to say, "We are prepared to keep you going under certain circumstances, with certain programs, certain student load, et cetera"—probably a much more well-defined institution than it is now.

**Mr. Wrye:** Just one final question, if I might, and I know there is someone after me, Mr. Chairman.

The minister has indicated that she is loath to respond to the final report of the committee until two things happen. She can, I gather, put together an overall picture of the system, based not only on this report, but two others—I am not trying to be unfair to you, Madam Minister—until we know a little more of EPF. You used Dr. Watts' comments today and so I think that would be a reasonable interpretation of what you were saying.

Is that your sense of being reasonable, or would it be more reasonable for the universities to be told now what the government's position is as of today, in terms of what you have said very clearly, in a general way, on funding, knowing that things may change as the EPF debate unfolds?

5:50 p.m.

**Dr. Winegard:** As far as running a university is concerned, tell me as soon as you can, please, so then I can take whatever administrative action I need to take to survive and to produce quality programs. But at the same time, do not panic me into taking action that will do my institution great harm, if that is unnecessary. I have put on my previous hat. But I can only answer that as an ex-president.

**Mr. Wrye:** But if you have good news, as far as being willing to go as this committee is concerned?

**Dr. Winegard:** If the minister thinks it is going to be 14 per cent for next year to the universities, I would suggest we tell them right away.

**Mr. Wrye:** Thursday would be the appropriate time.

**Dr. Winegard:** Yes.

**Mr. Kolyn:** Dr. Winegard, is it fair to say that the cyclical problem which we are having with

training people is partly due to a free society where people pick and choose what they want to go into?

**Dr. Winegard:** Oh, yes.

**Mr. Kolyn:** I was thinking, for example—I heard Dr. Estey addressing the law society and the question was, “Do we have too many lawyers?” It seems we do have a lot of lawyers and not that many jobs. I was just wondering about the redirection of some of these people, if they would want to be redirected.

**Dr. Winegard:** The best redirection—I am repeating myself, sir, but the students realize after a while what is going on. When it is really true that we have too many lawyers and they cannot find jobs and no one wants to hire them to do anything, the students will not go to law school.

I have heard this about lawyers. I chuckle, of course, being an engineer, that the lawyers always want us to close down the law school. I have never heard of engineers who wanted to close down an engineering school. We would never dream of such a thing. We will ride with the market whatever happens. But as soon as we apparently have some extra number of lawyers, they want to close down the law school.

**Mr. Kolyn:** Is it not also true that engineers and architects, over the years, as they work, have a boom and a bust cycle?

**Dr. Winegard:** Yes.

**Mr. Kolyn:** It seems they have always been that way.

**Dr. Winegard:** It is always that way. Yes. You are quite right.

**Mr. Kolyn:** Thank you.

**Mr. Chairman:** We have some other speakers—Ms. Fish followed by Mr. Wildman.

**Ms. Fish:** My questions have been answered.

**Mr. Chairman:** Have your questions been answered, Mr. Wildman?

**Mr. Wildman:** I am curious to know if you could respond to a particular situation with which I am familiar and which, as I have said in the past and the others have said, is the tip of the iceberg as far as the future of university education is concerned, or certainly the expansion or what happens as a result of the expansion which took place in the last few years of the university community.

That is the future of a small institution, like Algoma College in Sault Ste. Marie, which really has had assistance from the provincial government but is in difficulties in competing

for students and in being able to provide or having them—I do not think it is the ability that is a problem, but the agreement of Laurentian, with which it is affiliated, to provide courses that it might be able to provide and attract more students. It is a situation where basically the university with which it is affiliated is also competing for the same students.

**Dr. Winegard:** Yes.

**Mr. Wildman:** What are your feelings with regard to the proposal that has been made for a university of northern Ontario, that would unite, in co-operation rather than in competition, the various institutions that are now in the field in northern Ontario?

**Dr. Winegard:** Sir, about four years ago we, meaning the council, began to talk to the institutions in northeastern Ontario and said: “As long as you compete with each other, you will see each other into bankruptcy. You are more concerned with competing with each other than you are, indeed, of delivering more service to the people of northeastern Ontario. That must be turned around.”

A few months ago the council asked Professor Arthur Bourns, former president of McMaster, if he would please help us on this matter and hold discussions with those institutions to see if there was some way we could get a proposal to serve the people of northeastern Ontario better and that might resolve those conflicts up there. Professor Bourns is working on this; I expect a report from him before the end of the year.

But it is clear, I think, to most people that unless the institutions are prepared to come together, either as a single institution or in some way that they are not now together, one or more are certainly going to go down the drain.

My own position was made very clear to the people of northeastern Ontario at the Algoma hearing last spring; because we held a special hearing, we cancelled our hearings because of this other special committee. We had one hearing that was for northeastern Ontario, and I said personally that if they could not get together for the benefit of the people of northeastern Ontario, they all deserved to go down. I cannot make it any clearer than that, sir.

**Mr. Wildman:** More specifically, how do you see what you have just said in relation to the Whiteside report?

**Dr. Winegard:** There are all kinds of ways for them to get together. The simplest one that people talk about is a university of northeastern Ontario, of which you might have campuses in



various places. You could have one at Hearst, one at the Sault and one at North Bay, and a campus, of course, at Sudbury. There are all kinds of administrative things that make that difficult but not impossible.

The problem is, until people are literally faced with bankruptcy, they do not want to look at these solutions, and we think they had better look at them. I can tell you, sir, if the government bails out one of those colleges again, you will have a resignation en masse of OCUA. Because there is a better way, and we all know what that better way is, and we have to get the institutions up there to come together and look at it and find it. That is why we have Professor Bourns up there acting as a kind of neutral fact-finder and helper-outer, begging people to come together and resolve this problem.

**Mr. Wildman:** I am sure you are aware, Mr. Chairman and the committee, that this fall, at the beginning or just prior to the academic year, there was a situation where, on Sault Ste. Marie local television, not only Algoma College was advertising its programs for students, but Laurentian University from Sudbury was advertising in Sault Ste. Marie on Sault Ste. Marie television all the joys and advantages of attending university in Sudbury. The two institutions, supposedly, are affiliated with one another, and you had here a competition for the same students.

**Dr. Winegard:** As long as you have Algoma, which has an act, or charter, of its own, it is in essence a financially independent institution.

**Mr. Wildman:** I wish it were.

**Dr. Winegard:** That is the problem, you see, it wants to act like that but it has not got the money to do so. But there is a solution, and I am just so convinced that if we can get rid of some of the rivalry and think of what is best for the people of northeastern Ontario, we shall find that solution. But I tell you, sir, I have been trying for three years to find that solution up there, and finally got very angry last spring at what I saw happening.

**Mr. Wildman:** To be fair, I think you will admit that it is the dean of Algoma College who has been pushing the idea of unification—

**Dr. Winegard:** Oh yes. There is no question at all that one of the strong supporters for such a move has been Dean Ewing. There is no question there.

**Mr. Wildman:** Thank you.

**Mr. Chairman:** We have a minute or two.

**Mr. Dean:** Just a very brief question to Dr. Winegard, Mr. Chairman.

Regardless of the level of funding, and we can all recognize that there are different opinions about what the level should be, is the way in which it is allocated at the present time a good one, in your opinion?

**Dr. Winegard:** I do not know, sir. We have looked at methods of allocation. I refer to it now—I guess it is not a very good analogy—as something like democracy; it is terrible, but try to find a better way.

**6 p.m.**

We have a damped-out system. It is not fully dependent upon enrolment any more. It is damped, it is not fully damped. We go around in our hearings, and some institutions say, "We want funding unrelated to enrolment," and other institutions say, "We want funding restored fully related to enrolment." We are walking that middle ground somewhere, trying to say: "Surely, if you are bigger, you need more money somehow. You cannot say it is not related in some way to enrolment."

I do not know that we have the best solution. I know that places have come to us with other solutions, but when we have discussed those in the system generally with other universities, we have found them no more acceptable than ours.

**Mr. Chairman:** Thank you.

**Mr. Grande:** Obviously it would come as no surprise to me if Dr. Winegard answers the question, "Has the system in the last three to four years been underfunded?"

**Dr. Winegard:** Yes, of course.

**Mr. Grande:** Your recommendations to the minister in the last three years preclude you from giving any other answer.

**Mr. Chairman:** I would like to thank Dr. Winegard. Our apologies for the last-minute call. Thank you for participating and contributing to this committee.

**Mr. Grande:** I believe you have some clarification to a quotation you would like to read.

**Mr. Grande:** Since you called me to order in terms of giving you the information, this is a newspaper article in the *Ottawa Citizen*. The minister apparently was in Toronto, so I guess it was taken from the Toronto newspapers or whatever. I shall read the article: "Education Minister Bette Stephenson says Ontario universities have not been underfunded, despite a report warning some schools may have to close if they do not get more government money."

**Hon. Miss Stephenson:** What was it I said, though?

**Mr. Grande:** "Stephenson told reporters Wednesday she is 'not at all sure' the government had gone too far in reducing support of post-secondary institutions to below the inflation rate. 'We have to pare some of the excesses we had indulged in the past,' the minister said."

**Interjection:** That has a familiar ring.

**Mr. Grande:** Later on, the other quote is: "All of us have to understand, including the university community, that there are not unlimited amounts of money and that we have to be careful in terms of spending the amounts of money available.'" In other words, the minister is not at all sure that underfunding in university has gone on in the last three to four years. Maybe the minister should have a chance to defend.

**Mr. Chairman:** Thank you, Mr. Grande, for

speedily bringing the exact quotation to which you were making references before.

**Mr. Grande:** I have it all here. It is just that sometimes it is difficult to find it.

**Mr. Chairman:** I would like to inform you that we will have three and a half hours, on Wednesday, to complete all the vote items. The meeting will be at one o'clock, I believe, in the same room, No. 151.

**Mr. Grande:** One o'clock?

**Mr. Chairman:** One o'clock on Wednesday. Interjections.

**Mr. Chairman:** Unless there is an agreement to—I am alluding to the fact that we would be finished by 4:30 p.m.; unless you want to start at 2 p.m., when we shall be here until 5:30 p.m.

One o'clock is agreed? The meeting is adjourned.

The committee adjourned at 6:03 p.m.

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### From the Ministry of Colleges and Universities:

Winegard, Dr. W. C., Chairman, Ontario Council on University Affairs.







Ontario, LEGISLATIVE ASSEMBLY

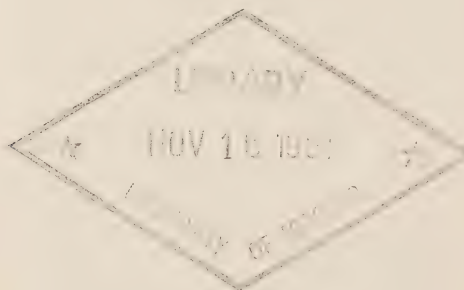
No. S-13

# Legislature of Ontario Debates

## Official Report (Hansard)

### Standing Committee on Social Development

Estimates, Ministry of Colleges and Universities



### First Session, Thirty-Second Parliament

Wednesday, October 21, 1981

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Wednesday, October 21, 1981

The committee met at 1:13 p.m. in committee room No. 2.

### ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES (concluded)

**Mr. Chairman:** I see a quorum. We will begin our meeting. Mr. McClellan, we have missed you in the past few meetings. I am sure you will contribute to the excitement of dealing with these estimates today.

We welcome our clerk. Mr. Arnott is back from Hull. Welcome to the routine procedures of the committee.

**Hon. Miss Stephenson:** We are sorry that the accommodation is not quite so grand.

**Mr. Chairman:** That is right, the Auberge de la Chaudière.

We were on the first vote, item 2, and we had partially covered item 4 in dealing with one witness, Dr. Winegard, yesterday. So let us go back to item 2. Are there any further comments or questions?

On vote 2801, university support program; item 2, provincial support for universities:

**Mr. Wrye:** Madam Minister, I would like to return to something you spoke about, I believe, in answer to a question, when you made the comment that in giving the universities an increase of 10.1 per cent this year across the system, it had been your expectation, at the time that level was arrived at, it would be relatively close to matching the level of inflation, and that the shortfall this year is really as a result of the fact that inflationary pressures have pushed the level higher.

Is it fair to say that this should set a tone for your own views as to what the increases should be in the next couple of years to come, particularly as you know there was something of a shortfall this year?

**Hon. Miss Stephenson:** It is fair to say that the role for which I have responsibility is to ensure that the institutions for which I have responsibility get as large a proportion of the available dollars as it is possible to achieve. That is the role which I pursue with some vigour. It is also fair to say

that I shall do my very best in that activity this year.

**Mr. Wrye:** You did hear late yesterday, shortly before adjournment, the chairman of OCUA agree, in answer to questions from both Mr. Grande and myself, that the system had suffered damage, in spite of your comments in your opening statement that it had not. There appears to be—

**Hon. Miss Stephenson:** A difference of opinion.

**Mr. Wrye:** —a difference of opinion.

**Hon. Miss Stephenson:** I think a fairly honest difference of opinion.

**Mr. Wrye:** Is it fair to say that your pursuit of funding for the universities will reflect the views of that advisory body, that there is a—

**Hon. Miss Stephenson:** Mr. Wrye, they always do.

**Mr. Grande:** Actually it has not happened for the last four years.

**Hon. Miss Stephenson:** I present the opinion of the advisory body as energetically as I possibly can to all of my colleagues.

**Mr. Wrye:** While we are on this vote perhaps it would be the appropriate time to raise the matter of visa students which I raised in the House with you last Thursday. I am just trying to remember your exact comments. You indicated that an increase in visa student fees was not imminent, I believe.

**Hon. Miss Stephenson:** No. I think I said it was under consideration.

**Mr. Wrye:** I do not think "under consideration" was the phrase, but it could be it was under consideration but was not imminent at this time. I do know you used the word "imminent," Madam Minister. I am sorry, I apologize, I do not have Hansard with me.

Can you enlighten this committee, considering this will be our last day for discussions of these estimates, as to whether you expect to be making any announcement in that area in the foreseeable future?

**Hon. Miss Stephenson:** In the foreseeable future, it may be quite possible. The content of the decision, I have to tell you, is not possible to define at this point.



**Mr. Wrye:** Could I ask you to share with the committee your personal views as to the propriety of the kinds of dramatic increase in visa student fees that I have heard about? It is certainly rumoured within the—

**Hon. Miss Stephenson:** You have heard about the Quebec increase in visa student fees?

**Mr. Wrye:** I am well aware of the level of visa student fees at Quebec universities, and I am also aware that they are the only ones in Canada that are higher than ours right now. Even in the Maritimes the level of fees ranges from \$1,500 to \$1,800; in Alberta it is \$1,000; and in the other three western provinces there is no differential fee, if I am not mistaken. I could stand to be corrected there.

I am just concerned that, for example, the vice-president of your party's club at the University of Toronto has said that any increase in visa student fees was consistent with the report on the future role of universities and added, "What we are doing is no different from any country in the world."

1:20 p.m.

I am just kind of bothered by that, since only in Britain are such steep fees charged. I am just wondering if—

**Hon. Miss Stephenson:** Oh, no.

**Mr. Gillies:** Quite incorrect.

**Hon. Miss Stephenson:** Totally incorrect.

**Mr. Wrye:** I am given to understand that in most western European countries if there are any fees they are minimal. They are not, as I understand is being contemplated in this province, four times the level of—

**Mr. Gillies:** I think, Mr. Chairman, that some research is needed here.

**Mr. Chairman:** I would appreciate it, Mr. Wrye, if you would have some sources which directly support your allegations.

**Mr. Wrye:** Let me ask the minister if she could share her views with the committee as to what she feels is an appropriate level of a fee, in a general sense; whether she feels the current level is appropriate, or if something like the Quebec government has just instituted might be more appropriate.

**Hon. Miss Stephenson:** Mr. Chairman, I suppose that there is a philosophical question here, and that question relates, I believe, quite directly to the responsibility of Ontario taxpayers to support fully those students who are capable of funding themselves completely, at

the same level at which they support Ontario or Canadian students, or whether there should be a differential.

That philosophy has certainly been established in this province, because there has been a foreign student differential—which, I would remind you, does not apply to any sponsored student. Any student who is here as a result of an agreement between the government of Canada and the government of another country; any student who is here under any international plan; any student who is here sponsored by a specific government for that government's obvious purposes in terms of the educational and economic development of its jurisdiction, is not within the category to which the foreign student fee applies.

At this time there is an increasing number of students in this province who are students from other jurisdictions, whose capacity to pay their fees and to reside in Canada is their own responsibility. As I said, the question one really has to examine is whether, indeed, the taxpayers of this province have a responsibility to those students who are not sponsored by their governments and who make a free choice to come—and also, therefore, have a free choice in terms of what it is they will do with the educational acquisition which they receive in Ontario—whether the taxpayers of Ontario should support them at a significantly higher level than the taxpayers of other major jurisdictions do.

I am talking about other national jurisdictions, such as the United States and Great Britain at this point, where the comparison for visa students in Ontario is beneficial. That is the philosophical question which really has to be examined and that is what we are examining.

**Mr. Wrye:** But you are not talking about provinces, other than Quebec, within Canada?

**Hon. Miss Stephenson:** No, I am not talking about other provinces at all. The number of visa students in the other provinces is so minimal compared to the number in Ontario that to make comparisons would be ridiculous.

**Mr. Wrye:** May I also ask you to comment on whether you have under active consideration any quotas in specific courses?

**Hon. Miss Stephenson:** You know that we must have, because OCUA, in its response to the questions which I asked related to manpower—

er, has recommended that we look at the possibility of quotas in certain specific courses for visa students.

**Mr. Gillies:** Mr. Wrye, are you going to continue—

**Hon. Miss Stephenson:** They made a strong suggestion we do that.

**Mr. Wrye:** Go ahead and ask your supplementary.

**Mr. Chairman:** Is there a supplementary, Mr. Gillies, that you have to ask?

**Mr. Gillies:** If I may, Mr. Chairman, I would like to pursue this.

**Mr. Chairman:** I just want to remind you that I have a list of speakers. If you want to address anything, could you just indicate it to me?

**Mr. Gillies:** I do not want to jump anyone, it is just that my question is supplementary to one already asked.

**Mr. Chairman:** It is supplementary to this.

**Mr. Gillies:** If you want to ask something else, Tony, go ahead.

**Mr. Grande:** Yes, I do.

**Mr. Chairman:** But Mr. Gillies was first.

**Mr. Grande:** All right, but as I said to you, Mr. Chairman, I really do not want to interrupt.

**Mr. Chairman:** That would be appreciated, yes.

**Mr. Grande:** So therefore the points I want to cover I will try not to duplicate in any way.

**Mr. Chairman:** Let us hear Mr. Gillies and perhaps you will not duplicate then.

**Mr. Gillies:** I just wanted to pursue this question of visa student fees. You mentioned, Madam Minister, yesterday I think it was, 100 universities of the world are equipped for research.

**Hon. Miss Stephenson:** The first 100 universities in North America as established by the Journal of Higher Education are primarily research institutes; there was reference to the capacity of those institutions to carry out research, and the institutions listed contained 10 Canadian universities, six of which are in Ontario.

**Mr. Gillies:** Six are in Ontario. May I assume, I think it is a valid assumption, that probably the students coming from other parts of the world to universities in North America would be directed

primarily at those institutions because of their high calibre and their research facilities and so on?

**Hon. Miss Stephenson:** That is probably a reasonable assumption, yes.

**Mr. Gillies:** So I would ask you perhaps a more valid question, and rather than looking at all of the universities in Canada let us look at these 100 universities, as it were. The question is: how many of those institutions do you know or would you guess could a foreign visa student go to for the same fee as a local student?

**Hon. Miss Stephenson:** I cannot tell you, quite honestly, about all of the American universities listed, of which there are 90. We do have information about a significant number of them.

To be honest, the only institutions I could suggest to you on that list at which the visa student fee is the same as or less than that in Ontario at the present time would be the University of British Columbia, the University of Alberta, the University of Saskatchewan, and that is it.

**Mr. Wrye:** Three of the four in Canada.

**Hon. Miss Stephenson:** Yes. The other one is McGill.

**Mr. Gillies:** If I bring a bias to this particular question, I have to question the practice of students coming in. I am not talking about scholarship students, I am not talking about sponsored students, but students who, of their own desire or their parents' desire, come to Ontario to study at one of our universities and are coming in at the same fee that we pay. Of course, when I was in university my parents were paying the rest of that through their taxes.

**Mr. Grande:** That is not correct.

**Mr. Gillies:** Is that not true?

**Hon. Miss Stephenson:** No, the visa student differential at this time is approximately twice the fee which an Ontario or Canadian student pays.

**Mr. Gillies:** Let us nail this down then, Madam Minister. I understand that for an Ontario resident going to one of our universities, their fees actually pay for about 14 or 15 per cent of the cost.

**Hon. Miss Stephenson:** It is probably about 15.75 per cent of the actual cost of the educational program.

**Mr. Gillies:** So a visa student's fee covers about 30 per cent?

**Hon. Miss Stephenson:** Not quite, I believe, at this point. It is close to that.

**Mr. Gillies:** The Ontario taxpayer is still footing a hefty part of that bill.

**Hon. Miss Stephenson:** Yes, subsidizing it.

**Mr. Gillies:** I do not have any great problem myself with an increase in that fee if it were to come up. As I say, I think we should do a little more checking on this.

My understanding is that all of the private universities in the United States and a lot of the state universities, plus most of the countries in western Europe and certainly Great Britain, do charge substantially more to foreign students than we do. Even if there is a reciprocal agreement between our countries, and I know there are some such agreements, we are getting the short end of the stick, so I question that.

There is one other thing I just thought I would put on the record because Mr. Wrye mentioned this question last week. Hansard says he asked a question about visa students and the minister's reply was, "At this moment it is not imminent." That is the way it stood. I am just pursuing it. So, Madam Minister, at this point it is not imminent. Do you feel this is something the province is going to have to look at?

**Hon. Miss Stephenson:** Not only is the province going to have to look at it, the province is looking at it.

**Mr. Gillies:** So if it is not imminent, probably it is going to come.

**Hon. Miss Stephenson:** Mr. Wrye's suggestion was that we were going to make an announcement between now and next Monday, or something of that sort. In that definition of imminent, it certainly was not imminent.

1:30 p.m.

**Mr. Wrye:** Perhaps if the member for Brantford could just hand me Hansard for a second, I am not sure what—

**Mr. Gillies:** I do not think there was a time limit.

**Mr. Wrye:** To be quite candid, the time frame I was suggesting included tomorrow.

**Mr. Gillies:** The point is there are 12,500 visa students in the province and the Ontario taxpayer is picking up something approximating 70

per cent of the tab for them. I would go on the record at this point in saying that while I am very conscious of our desire to keep our universities open and available, firstly, I am not convinced that the type of student coming into the province on a visa is going to be deterred by higher fees, because I certainly feel that a student—

**Mr. Wrye:** Can you table any studies you have done that would lead you to that conclusion?

**Mr. Gillies:** I think it would make a lot of sense to say that a student travelling 12,000 to 15,000 miles to come to an Ontario university is probably from a much higher socio-economic background than a student who is here on a scholarship.

**Mr. Wrye:** It did not make any sense to the people I talked to at the University of Windsor.

**Mr. Gillies:** It probably would not deter very many students at all if the fees were substantially higher.

**Hon. Miss Stephenson:** I think one must remember that a significant number are students who have been in the province for one or two years before entering university, because they have come to Ontario in order to take grades 12 or 13 or both and have paid a significant fee to the private visa schools, which I think averages somewhere around \$3,200 tuition fee at this point, and that is the primary source.

**Mr. Gillies:** Their fees are then greatly reduced when they go into university.

**Hon. Miss Stephenson:** By more than half.

**Mr. Gillies:** By more than half; so if they can afford to pay for grade 13, one might assume that they could afford to pay for their university courses.

**Mr. Wrye:** I would just hope that the compendium of information Mr. Gillies seems to have to allow him to draw these conclusions will be tabled for all of us at some point, because I certainly get a very different reading from the universities.

I will admit that there are a goodly number of students who can clearly afford it, but I specifically asked the question of both administration and students at the University of Windsor and was told that their best estimate was that it would create a real hardship for at least 50 per cent of the visa students.

**Mr. Gillies:** I would certainly like to see the figures to that. Mr. Chairman, if I may, just in conclusion: if they cannot go to a number of



other jurisdictions, if this is what you are suggesting because of the fees, and it is something like \$10,000 at some universities in the United States—

**Mr. Wrye:** It is \$1,000 at Alberta, and there is no differential in BC and no differential in Saskatchewan or Manitoba.

**Mr. Gillies:** Quite frankly, I do not think the University of Alberta and the University of Toronto are—

**Mr. Chairman:** I believe you were questioning the minister. If I could just interrupt for a minute: Madam Minister, I think all of the members of this committee would appreciate it if you could have some figures, because it is crucial to some of the conclusions that some members may have on visa students, in terms of what the visa students are paying in the grade 12 and 13 courses, whether it is an average of \$3,000 to \$5,000. And some figures of the average—

**Hon. Miss Stephenson:** Yes, that is so. I can tell you quite factually at this point that it is. I can also tell you that we have figures for a number of states in the United States, both state universities and private universities, at which the visa student or the foreign student fee—and this applies to all foreign students, no matter what—is three times, four times, five times as high as they are currently in Ontario.

In Great Britain this year, for students in faculties of medicine, the tuition fee for every foreign student, including Canadian students, is close to \$20,000; tuition fee.

**Mr. Wrye:** The government in Britain is not doing much else correctly, so it does not surprise me it is not doing that properly either.

**Mr. Chairman:** Have you exhausted your supplementary on the visa students, Mr. Gillies?

**Mr. Gillies:** I just want to state for the record that I want these students to be able to come here. I am not suggesting in any way that we should have a restrictive policy regarding foreign students, except that I feel that in Ontario, as in any number of other jurisdictions, they should pay their way. They are not doing it through tax dollars. That is the only point I wanted to make.

**Hon. Miss Stephenson:** Again I must remind you that in no way would this ever be applied to those students who are sent by their governments, by international organizations, who are sponsored by the Canadian International Development

Agency, or sponsored by any one of a number of groups. They are not affected in any way.

**Mr. Gillies:** Nor should they be.

**Mr. Grande:** Then perhaps, Madam Minister, you could give us the number of those people sent by their governments and by other other institutions outside of the country to attend universities here.

**Hon. Miss Stephenson:** In Ontario?

**Mr. Grande:** In Ontario. So then we can find out the percentage of visa students.

**Hon. Miss Stephenson:** Compared to the total number of foreign students, it is small. The total number of foreign students in Ontario is a significant figure.

**Mr. Wrye:** Eleven thousand full time and about another 1,300 part time, based on 1980 estimates.

**Mr. McClellan:** Is there some reason that it is so small? Is this a reflection of an inadequate development aid policy at the federal level?

**Hon. Miss Stephenson:** That I would not presume to say; but there are agreements with various governments, as a matter of fact, to train their students.

**Mr. McClellan:** What is Ontario's role in that particular form of development assistance?

**Mr. Chairman:** We had an order of these supplementaries, and I think that Mr. Kolyn had a question.

**Mr. Kolyn:** Yes. Through you, Mr. Chairman, to Mr. Wrye: in regard to the visa students, you were saying that you were against a quota system. I beg to differ with you.

**Mr. Wrye:** I did not say I was against it. I was asking about it.

**Mr. Kolyn:** At least that was what I thought.

**Mr. Wrye:** No, no. I asked the minister whether it was under active consideration and she reminded me of the Ontario Council on University Affairs recommendation, and said that they always take OCUA seriously, particularly when OCUA recommends funding levels, I suppose; but on quotas, they are also taking a look at it.

No, I did not take the position that—we are not the government.

**Mr. Kolyn:** What I would just like to mention to you is I think that really, with any course, whether it is engineering or medicine, I still think the people of Ontario, the taxpayers of Ontario and their children should get the first

slots available; and if it ever came to the point where we were giving more to visa students than normally would be the case, I would be for putting some quotas on it.

**Mr. Wrye:** I would only respond to the member, Mr. Chairman, through you, that I have been assured in the universities I have visited that no qualified Canadian students have been denied admission to those universities, and I take their assurances as being fair and reasonable; but I would say to you that I find your attitude towards students from Third World countries to be a fairly narrow one. I think it is parochial.

**Mr. Kolyn:** That is fair enough.

**Mr. Wrye:** I would think we should perhaps show a little more of a sense of generosity in this province, which is supposedly so great.

**Mr. McClellan:** I was just curious to know what the relationship is between the provincial ministry and whatever federal department would co-ordinate, I suppose, educational programs as a form of developmental aid.

**Hon. Miss Stephenson:** We do not interfere in any way, because those arrangements are made directly with the universities.

**Mr. McClellan:** I see. So it is all done at the federal level.

**Hon. Miss Stephenson:** I should not say that. I should correct that because the Chinese scholar program certainly does involve provincial ministers of education. That is a specific program which has been developed under the auspices of the Department of External Affairs in Ottawa, with the co-operation of the ministries of colleges and universities or the ministries with those responsibilities across the country, and the institutions.

**Mr. McClellan:** Which China is that?

**Hon. Miss Stephenson:** It is the People's Republic.

**Mr. McClellan:** Yes, but that is the only program—

**Hon. Miss Stephenson:** That is the only program which has direct provincial involvement.

If I may, I think I am probably overstating that case as well, because I am very much aware that there is very definite involvement of the provincial minister in Saskatchewan and in Quebec in certain of the programs, but the numbers involved are very small in those instances.

**Mr. McClellan:** I raised it knowing absolutely nothing about it. It seems to be a very significant

form of development assistance that Canada is able to offer to Third World countries. It seems to me that if there is some evidence that there are not very many or relatively few—

1:40 p.m.

**Hon. Miss Stephenson:** One thousand, one hundred and seventeen in 1980.

**Mr. McClellan:** Well, 10 per cent of the total.

**Interjection:** Eight per cent.

**Mr. McClellan:** Eight per cent—whether there is not grounds for Ontario to take some initiatives. I realize that we are in a kind of—

**Hon. Miss Stephenson:** In actual fact we could be said to be taking some initiatives through activities related to the Ontario Education Services Corporation, because there is a good deal of consultation.

**Mr. McClellan:** That is the one that is going to sell stuff to Third World countries.

**Hon. Miss Stephenson:** No, that is the building of institutions. But very frequently, as a result of that kind of activity, the federal government becomes involved and requests are made by governments in the jurisdictions which OESC is visiting, which the federal government looks at and has agreed to comply with in a number of circumstances within the past year. So we are making some attempt to use the capacities that we have in that direction.

**Mr. Grande:** On the visa students, am I to understand that with this small, eight per cent of the foreign students we have in Ontario, the imminence of the increase in tuition fees will not affect those eight per cent?

**Hon. Miss Stephenson:** Yes, that is right. Neither has any differential fee affected them in the past.

**Mr. Grande:** The other question is this: some university people suggest it would be better to establish a quota instead of increasing fees. Obviously, you are looking at that. Have you rejected the establishment of quotas?

**Hon. Miss Stephenson:** I am not aware that university people per se have been suggesting the establishment of quotas as an alternative to a specific visa student fee. I am aware that the Ontario Council on University Affairs has recommended to us the potential for establishing quotas in certain specific programs within the province as a means of addressing the issue of Ontario manpower.

**Mr. Grande:** Let me put it to you this way:

have you considered the establishment of quotas for visa students as opposed to increasing tuition fees?

**Hon. Miss Stephenson:** Not really, no.

**Mr. Grande:** Why would you not do that?

**Hon. Miss Stephenson:** Why would I do it?

**Mr. Grande:** There is an obvious reason, to my way of thinking: increasing fees will deter people who would come from other countries to Ontario universities to get an education. They could not afford the high tuition fees. It is as simple as that. If you want to establish a quota, then at least the quota would be more fairly distributed among those people who may want to come to Ontario universities. Then it is not money that matters.

**Hon. Miss Stephenson:** The recommendation which has been made relates only to three programs as far as quotas are concerned within universities. As a matter of fact, two and a potential for three.

**Mr. McClellan:** What was that again?

**Hon. Miss Stephenson:** The recommendation regarding quotas has been made only in relation to three programs at universities.

**Mr. McClellan:** And they are?

**Hon. Miss Stephenson:** Engineering, finance and administration, and computer science.

**Mr. McClellan:** Finance and administration?

**Hon. Miss Stephenson:** Business studies; but actually they were not that enthusiastic about that.

**Mr. McClellan:** Are those the heavy-demand programs?

**Hon. Miss Stephenson:** Yes, and they are the manpower-required programs as well.

**Mr. Grande:** I am not talking about the recommendation that Dr. Winegard made in his report or memorandum to you, or the recommendation that the report on the future of universities has made to you either. I am talking, simply, in terms of the visa students coming here which you and your colleagues obviously see as a problem.

In essence, what you are saying is that they are getting a free ride on the backs of Ontario taxpayers. You do not put it in blunt terms like that, but that is what you are saying.

**Hon. Miss Stephenson:** No, I proposed a philosophical question. You are answering it by making that kind of statement.

**Mr. Grande:** In regard to these visa students, obviously if the tuition-fee increase is imminent

or it is coming down the line somewhere, in a month or two months or tomorrow or whenever, you have not looked at the possibilities of quotas at all then? You have just eliminated the quotas—

**Hon. Miss Stephenson:** No.

**Mr. Grande:** —and all you are concerned about is—

**Hon. Miss Stephenson:** You asked me if I had looked at it as an alternative. I would have to suggest to you that it has been looked at, but not as an alternative. Both things have been looked at.

**Mr. Grande:** Have you eliminated the quotas and you are concentrating on tuition increases?

**Hon. Miss Stephenson:** On quotas as a means of limiting the enrolment of visa students at this point?

**Mr. Grande:** That is right.

**Hon. Miss Stephenson:** Only on the basis of the recommendations made by OCUA.

**Mr. Grande:** I think we are talking about two different things.

**Hon. Miss Stephenson:** No, I think we are talking about the same thing but at cross purposes.

**Mr. Grande:** No, we are not. I am not talking about two different things. I understand the Ontario Council on University Affairs, that Dr. Winegard in his memorandum to you, made suggestions about quotas and, as a matter of fact, on the future role of universities, went as far as to say that perhaps in order to decrease the shortages, those people should be allowed to seek work here, especially in those three categories that were just mentioned.

I am talking about the visa students who enter universities, those students who right now or last year were in those private institutions that are ripping off, as far as I am concerned, the foreign students and taking advantage of the foreign students. You raised the problem in connection with the offshore schools, as they are referred to.

Are you attempting to increase university tuition fees so that the universities, such as the University of Toronto, will not come to you and say you should be doing something about those private schools that are giving grade 12 and 13 courses?

**Hon. Miss Stephenson:** No.

**Mr. Grande:** It seems to me that if you want to tackle the problem, you should be tackling the problem at grade 12 and 13.

**Hon. Miss Stephenson:** We are.



**Mr. Grande:** It seems to me that inspections carried out in the past two or three years have left a lot to be desired. If they have not and if you still say that, yes, the inspections are going on, all you have to do is read the forms for a private school to be set up. All they have to do is to say, "Yes, we would like to be inspected." But whether they are inspected or not, no one knows anything about that.

**Hon. Miss Stephenson:** Oh, but they are. They cannot grant secondary school graduation diplomas without being inspected.

**Mr. Grande:** That is what you tell me—

**Hon. Miss Stephenson:** No, that is a fact.

**Mr. Grande:** —and I understand from the Education Act that it should take place.

**Hon. Miss Stephenson:** It does.

**Mr. Grande:** Let me see; table, either in the Legislature or here, the inspectors' reports on those private institutions that in the past two or three years have been mushrooming all over Ontario.

**Hon. Miss Stephenson:** If you would like to raise that either in the House or at the next estimates of the Ministry of Education, I would be delighted to—

**Mr. Chairman:** Mr. Grande, we are moving away. I know the relationship between the grade 12 and 13 programs and these particular schools you are referring to, but if you could concentrate on the visa students per se as they affect the colleges and universities, it would be more appropriate in dealing with these estimates.

I can see the relationship, but—

**Mr. Grande:** The thing is you cannot compartmentalize the problem. The problem begins with those private institutions.

**Mr. Chairman:** But your question is dealing with the inspection of secondary, private schools, not with universities and colleges.

**Mr. Grande:** And that is correct. Is the minister, through the attempt to increase the tuition fees, trying to soften the universities' opposition to students who are coming into the universities without adequate knowledge of even English, because those marks have been bumped?

**Hon. Miss Stephenson:** No, Mr. Chairman.

**Mr. Chairman:** Apparently the answer is no.

**Hon. Miss Stephenson:** No, and I would agree that it is a matter which cannot be compartmentalized which, I suppose, provides valid argu-

ment for our Bill 19 of ill fate a couple of years ago. The unification of the two ministries really permits the kind of continuum examination of problems such as this. Had it been the will of the members of the opposition, of course that bill would have been passed.

3:50 p.m.

Interjection.

**Hon. Miss Stephenson:** I am not a vindictive person, Mr. McClellan.

**Mr. Grande:** Wait a minute. Mr. Chairman, the minister can make statements and you allow the minister to get away with things, but when I make statements you stop me.

**Mr. Chairman:** I am not letting anybody getting away with it. You were asking a question that was unrelated to the estimates and the minister is answering your question and both of you are getting away with something you should not be.

**Mr. Grande:** Let me say to the minister—

**Hon. Miss Stephenson:** I apologize, Mr. Chairman.

**Mr. Grande:** Let me say to the minister and let me complete, please, that this particular vote we are dealing with, item 2, general activity information, area of responsibility, happens to be amalgamated for both Colleges and Universities and Education. Am I correct or not?

**Hon. Miss Stephenson:** This vote?

**Mr. Grande:** This particular vote.

**Hon. Miss Stephenson:** This particular vote relates to universities within the Ministry of Colleges and Universities, and amalgamated it is not.

**Mr. Grande:** Is your deputy minister involved in implementation of government policies?

**Hon. Miss Stephenson:** Yes, the two ministries have one minister and one deputy minister.

**Mr. Grande:** Then may I suggest to you that that is effectively amalgamated?

**Hon. Miss Stephenson:** It is functional. Unfortunately, that does not happen.

**Mr. Chairman:** Mr. Grande, we were dealing with the estimates earlier in the year in the area of secondary and elementary levels of education. It would have been more appropriate to focus your question then on the question of these schools and the inspection of these schools.

**Mr. Grande:** Mr. Chairman, obviously the

point I am making to you right now is as if I had not made it or it does not seem to sink in, with due respect.

**Mr. McClellan:** It is obviously an integrated administration.

**Mr. Grande:** It is an integrated administration, so that these people are dealing with both Education and Colleges and Universities.

**Hon. Miss Stephenson:** Yes, but we are dealing, because of Bill 19's inability to be passed by the Legislature as a result of your activities, with two sets of estimates and this happens to be the set of estimates of the Ministry of Colleges and Universities. If you want to correct that, then I ask you to urge me to reintroduce Bill 19.

**Mr. McClellan:** Why do you not just answer?

**Mr. Chairman:** Whatever the administrative linkage, Mr. Grande, we are dealing with the estimates of the Ministry of Colleges and Universities and, as I indicated earlier, I would appreciate it if you would focus your comments, discussion and questions specifically to points in the estimate to the specific item and the vote, rather than to divers—

**Mr. McClellan:** What is the big deal with answering the question? We are wasting a lot of time.

**Hon. Miss Stephenson:** I did answer the question.

**Mr. McClellan:** There is obviously a continuum—

**Hon. Miss Stephenson:** I did answer the question and I informed Mr. Grande, Mr. Chairman, that we were indeed looking at the problems of the visa schools—in which there are some problems, there is no doubt about that. The problems, I think, are of the order of recruitment procedures, the advertising procedures that go on and, in some instances, the quality of the—

**Mr. McClellan:** The quality of the education.

**Hon. Miss Stephenson:** No, the quality of the administration. The quality of the teachers functioning in those schools is really very good.

**Mr. McClellan:** And their impact on universities is what we are trying to—

**Hon. Miss Stephenson:** Their impact on the universities is that the students come to Ontario to achieve grade 13 in order to enter Ontario universities, because Ontario universities are seen as particularly desirable educational institutions in a very large number of foreign

jurisdictions. If you look at the comparative numbers for the rest of Canada, you will see that we have the vast majority of visa students. The vast majority.

**Mr. McClellan:** It was a perfectly valid question we were raising. I do not understand why we got into this imbroglio.

**Mr. Chairman:** It was raised and it was answered.

**Mr. McClellan:** If you would just stay out of the discussion long enough for people to complete their sentences, perhaps we would not waste so much time in useless imbroglios. The question, I think, is whether there is evidence of a negative impact in the universities as a result of the proliferation of these kinds of visa specialty schools at the secondary level.

**Hon. Miss Stephenson:** I know of no such negative impact. I do not know what you mean by a negative impact.

**Mr. McClellan:** Students who are not properly prepared and who get into the universities and have serious problems and pose a major problem for themselves and for the universities by virtue of an inadequate preparation.

**Hon. Miss Stephenson:** I think you would have to ask that of the universities. The universities certainly have not complained about the qualities of the students whom they have accepted. They have, in fact, complained about a problem in one area and that area specifically is in the use of the English language. That matter is one which is being addressed.

**Mr. McClellan:** So you are getting complaints.

**Hon. Miss Stephenson:** I think we have had complaints from universities about two schools, yes, and that is it. There are many more than those two schools.

**Mr. McClellan:** That is why I am worried; concern is being expressed here.

**Hon. Miss Stephenson:** About two schools, yes; about the graduates from two schools.

**Mr. Chairman:** I would like to simply indicate that I appreciate your concerns of how the discussion is handled, but I certainly do not need your advice in telling me how I should handle this meeting. Whenever I do interfere it is not to create any obstacle, it is simply to point out that we have an hour and a half to go on these estimates; we are on the second item of the first vote and there are a number of speakers who would like to address this issue. We digressed on dealing with the visa schools.

**Mr. McClellan:** We are not digressing at all.

**Mr. Chairman:** My responsibility, as I pointed out earlier, Mr. McClellan, and it is a reasonable request, is to try to concentrate on the items. We may diverge in generalities and talk about all sort of things. It is my responsibility to make sure that there is adequate discussion on all the items and not to spend 90 per cent of the time on one item and in the last two minutes to speak to every other item.

I am sure there may be some questions that some of the members of this committee have on some other items that are just as important as this question. So my attempt is to focus on particular matters and I do not need your advice on how to run this committee.

**Mr. McClellan:** It is amazing how we managed to proceed in this committee until you assumed the chair.

**Mr. Chairman:** Mr. Grande, do you have any further questions on visa students?

**Mr. Grande:** Mr. Chairman, then I will do it on a point of order, because to me at least it is clear what you are attempting to do. I do not mind and if the Liberal critic here does not mind that we spend all our time on this particular vote in these estimates, so be it. We may or we may not want to talk about the other sections of these particular estimates, and I do not think that you, as chairman, should be pushing us forward to deal with votes with which we may not wish to deal. We come here with particular issues which we want to present and to bring to the attention of the minister, and that is about it.

**Mr. Chairman:** Absolutely. I am not trying to force anyone into speeding the discussion. I do not know what the Liberal critic wants to discuss further, whether he has other areas on the estimates he would like to develop, I do not know, but in all fairness I would like to leave adequate time to discuss various other items on the estimates.

Let us go back to Mr. Wrye, who was questioning when we got into the topic of visa students. If you do not have any further questions we will go back to Mr. Wrye's questioning.

**Mr. Grande:** That is fine. As far as I am concerned, Mr. Chairman, I am finished with the visa students. I have one other concern under this particular vote.

**Mr. Wrye:** I have two others and we may be able to deal with them fairly briefly. One was raised with me at a couple of universities, Madam Minister, and I would just like to raise it with you and get your comments on it, and that

is the level of basic income units given. As I understand it, those to undergraduates in arts programs and undergraduates in science programs are the same, or one to one.

**Hon. Miss Stephenson:** That is only the first year though, is it not?

**Mr. Wrye:** Yes. At a couple of universities their complaint was that, since they are oriented very heavily towards science, but had some arts courses, there is no way that their cost factors are the same. They asked me to make a special plea that the ministry show them some understanding and re-examine that level of funding. They felt it was horribly inadequate for their cost.

**Hon. Miss Stephenson:** Have they submitted requests for re-examination of this to OCUA, which is the body responsible for examining the BIU?

**Mr. Wrye:** Frankly, I did not ask them, but I assume that they have. It seems to have been a long-standing problem. I will give you one specific example and that is Laurentian University where I was last Friday.

**2 p.m.**

It was raised with me by the deans of the various programs—I had lunch with all of them—and they were unanimous, even those whose specific area was not—

**Hon. Miss Stephenson:** Mr. Wrye, if I may say, Mr. Chairman, I was at Laurentian last spring and it was not raised with me by the president or any of the deans at that time. I was there for almost a full day.

**Mr. Wrye:** I will attempt to get the deans to raise it with OCUA.

**Mr. Wilson:** Laurentian has normally balanced.

**Hon. Miss Stephenson:** No, I do not think so.

**Mr. Wrye:** They indicated they are having—as you know, they are one of those universities suffering funding problems and they seemed to think that was specifically one of the areas where there could be some rectification of the problem.

While I am on the subject of Laurentian, and Lakehead and universities of the north, I would be remiss if I did not express to you their concern, particularly the one that was expressed to me at Laurentian, that the northern grant, as far as it goes, is wholly inadequate in terms of recognition of the regional nature of what is, in effect, the university of northeastern Ontario.

**Hon. Miss Stephenson:** At this point it is not.



**Mr. Wrye:** They feel it is and taking into consideration the level of the grant, which is I believe 11.5 per cent of the overall grant,—

**Hon. Miss Stephenson:** Yes.

**Mr. Wrye:** —they feel they have some very serious additional costs which are not faced by the universities in southern Ontario; costs which are rapidly increasing. They ask you to take another look at it, Madam Minister. I pass on their request.

**Hon. Miss Stephenson:** Yes.

**Mr. Wrye:** I ask you to take another look. They are very concerned, as I am sure you appreciate, about developing the ability to take the students right from the beginning of their schooling—and I do not want to go back and discuss education, Mr. Chairman—through to the time when they have completed their university training and are prepared to enter the job market, hopefully in northern Ontario.

That is what industry is telling the school as well. They can keep the people in the north, to move into industry, and they would move in with a greater understanding. So they are certainly in a position where they would be wishing to expand.

**Hon. Miss Stephenson:** Mr. Wrye, if I may say, Mr. Chairman, it was that desire expressed by those in the north which led to the establishment of those two universities relatively recently, that desire which accounts for a very significant additional grant to those institutions to recognize their northern status, which is supplied through the aegis of OCUA recommendations, and there is no intention of removing or eliminating that at this point.

They also have additional special grants because they have special grants for their off-campus activities for both of those universities, which are not available to southern universities. So the special circumstances of the northern universities are very well recognized and are accounted for quite significantly in the funding mechanism.

**Mr. Wrye:** The special grants only recognize participation rates in courses that have reached levels which may or may not be reasonable in terms of off-campus courses, I understand.

**Hon. Miss Stephenson:** They have, as you know, expanded quite dramatically in the areas of their off-campus courses.

**Mr. Wrye:** One other thing on the north. I apologize but I sense that it is an important problem and I am sure you appreciate that Dr.

Fisher and his committee also sensed the importance of the north in the concerns they expressed in their final report, and the needs of the north. I know you do not want to comment on the Fisher report's main recommendations, but I would like to hear your thoughts on the aspect that led them to those recommendations.

I remain of two opinions. I know you do not want to tell us anything definitive, but what is your attitude toward the concerns they expressed that led them to make that recommendation? Whether you accept it or not is perhaps for another time.

**Hon. Miss Stephenson:** No. I am aware of the concerns expressed which led the committee to suggest that participation rates might be increased in the north by taking certain actions, although I must again tell you that we have no definitive research which would demonstrate that the abolition, or even significant reduction of tuition fees, would lead to that sort of result. But I also would have to remind you of the implications for all other segments of the university system if that were to be introduced in any part of the province.

One must determine one's philosophy. If one is going to do it for one part of the province, one would obviously have to do it for all of the province.

**Mr. Wrye:** What you appear to be telling me is that is one recommendation which may go by the board, and I do not want to put words into your mouth, but if you are not prepared to move in that area—and given the fact that I appreciate your comments about whether even a reduction, certainly a wiping out, of tuition fees might increase the level of participation—are you going to take a close look at whether the pool of dollars, which adds up to well over \$2 million, might be put into either the post-secondary system in the north, or even in the secondary system in another way?

As you know, the participation rate in the secondary system—and I do not want to get on to Education, Mr. Chairman, but it does relate there; there is a continuation, as my friends behind me were suggesting.

**Hon. Miss Stephenson:** I really do anticipate that both of you are going to be urging me to reintroduce Bill 19.

**Mr. Wrye:** The participation rate in the north at the secondary level, as you know, is well below that percentage. That may be the point

which the province created. Perhaps it may be useful to put some dollars at that level. I get your general comments towards—

**Hon. Miss Stephenson:** That is an interesting point, which I would look at.

**Mr. Chairman:** Is that a supplementary, Ms. Fish?

**Ms. Fish:** Yes, I was trying to indicate that I had a supplementary question.

**Mr. Wrye:** A supplementary on this, in this area?

**Ms. Fish:** Yes.

**Mr. Wrye:** Be my guest.

**Ms. Fish:** May I do that?

**Mr. Chairman:** Yes. Go ahead.

**Ms. Fish:** I was not certain where you were leading in your last question which I think was supplementary to the one preceding. I was trying to understand the line of questioning and the responses given, Madam Minister. I wonder if I could come at it in a slightly different way and you could indicate to me whether this is what was being discussed.

I had concerns expressed to me by representatives of universities in the south who have offered the thought that our northern universities are serving purposes to their communities that go far beyond those taken up by the universities to the south. It was suggested this occurs largely because of the numbers of other institutions and services that are available in the south; I am thinking here of the availability of art galleries and museums, cultural activities and so forth.

I am just wondering whether, in your view, that is an appropriate description of the somewhat different role of universities in the north, and if it is, whether the additional grants to the north would be the appropriate response in support of those seemingly nondirectly educational activities, but which are none the less community supported, particularly in the areas of cultural and similar activities.

**Mr. Wrye:** They certainly are not the same way in Trent, though.

**Hon. Miss Stephenson:** The universities in the north can be said very honestly to be focuses of cultural activity, but that description can also be applied to a significant number of the smaller universities in southern Ontario.

The particular responsibilities of the universities within the north to attract and to keep students who are inclined to northern living and to attempt to prepare them to function effec-

tively on behalf of society and on their own behalf in that area, are recognized by the very significant additional grant which is provided, which is called the northern grant. It amounts to close to 11 per cent of the overall grant to each of those institutions each year. I think it does truly attempt to recognize and to support that additional area of responsibility and activity which those universities may have.

**2:10 p.m.**

There are some of the small universities in the south which believe, quite honestly and have made the argument fairly compellingly, that they serve precisely the same purpose in their area. They are not quite so close to very large metropolitan areas and therefore must attempt to provide that additional component, the cultural focus within their communities. Their argument is valid. They believe they should have an additional grant of a similar nature.

**Ms. Fish:** Madam Minister, some of the suggestions flowing from the concerns that were made to me were along the lines of thought that perhaps the origin of such money support, the cultural aspects of the universities' activities, would perhaps best flow from ministries other than that of Colleges and Universities. The proposal was—and I'm not certain that this would either be an example or in fact would be the case—that would in theory free up additional dollars in your ministry, Colleges and Universities, which could be devoted more specifically to educational support rather than to the additional cultural extension.

I wonder if that is something you have given consideration to and whether you could share your thoughts with the committee.

**Hon. Miss Stephenson:** No, I have not given consideration to it in the past. I shall be delighted to do so in the future if it has—

**Mr. Wrye:** Your cabinet colleagues may not be.

**Hon. Miss Stephenson:** The minister for whom you happen to be the parliamentary assistant might object quite strenuously to that kind of concept, but it's an interesting one.

**Mr. Wrye:** It's good to hear the parliamentary assistant is on side going in though, isn't it?

**Ms. Fish:** I thought it was also interesting, Madam Minister, and I was interested in what the view of MCU would be in that regard.

**Hon. Miss Stephenson:** In these mechanisms of funding of those universities—the additional grants most certainly—it has been the position

that the universities have the capacity to provide much of the cultural activity which is provided by other institutions in other parts of the province, but that that experience is for all of those people who become involved in those kinds of activities and educational activity.

I guess that has been the rationale for much of what is being done, but we also have to take into account, in explaining the northern grant, the problems of distance, the problems of attracting faculty, the problems of any number of things related to their geographic site.

**Ms. Fish:** I guess what I'm getting at is it seems to me that there may be reasons for maintaining the northern grant where some of the points you have raised are specific to the educational institutions in the north, whether or not they are involved in cultural activities. But I am also pleased to hear you say you would be prepared to undertake reconsideration of the portion of the grants that might be more specifically targeted to cultural activity and consider discussion with some of your colleagues about appropriate—

**Hon. Miss Stephenson:** I would love to transfer the responsibility as long as nobody asked me for the dollars, that's all.

**Mr. Chairman:** Thank you, Miss Fish. Mr. Wrye, are you continuing?

**Mr. Wrye:** I think, given the time constraints we have—you indicated you have other speakers—I'll pass. I have one other area, but I think I'll pass on it.

**Mr. Chairman:** Thank you. Mr. Grande?

**Mr. Grande:** Mr. Chairman, the other point I wanted to make under this vote—and let me get it clear; we are talking about the whole vote 2801? Is that what we are doing?

**Mr. Chairman:** No, we're talking about item 2 of vote 2801.

**Mr. Grande:** Oh, we're talking about item 2?

**Mr. Wrye:** Item 2, that's the whole vote.

**Mr. Grande:** That's right. So in effect, that's the whole—

**Mr. Wrye:** A billion dollars.

**Mr. Grande:** Well, not quite.

**Mr. Chairman:** It covers a large area of the operating costs for municipal taxation, debentures and capital projects.

**Mr. Grande:** Okay, let me ask the minister: Could you provide this committee with the list of the universities' entrance requirements? I understand that the University of Toronto has

an entrance requirement of 74.5 per cent and some of the other universities have an entrance requirement of 66 per cent or 67 per cent, or whatever it is.

Would the minister comment on the fact that the higher the requirement obviously the more you decrease accessibility to those institutions?

**Hon. Miss Stephenson:** I guess perhaps we might have a difference of opinion about the definition of accessibility. It has always been my understanding that accessibility has within it a component of the capacity of the individual student to benefit from university education and, obviously, the capacity of the student to be involved in and successful in a university program.

I do believe that whatever figure is set as the break point in terms of admission at the universities is one which is driven by the competition for places in the various programs. I do not know at this point the percentage levels of academic achievement which are required by the various universities in various programs. I am not sure we have all of that information because that is information which the universities develop, which they do not necessarily share with us. The Council of Ontario Universities might have it. It does vary from year to year, there is no question about that.

**Mr. Grande:** But certainly your provincial requirements are that as long as a student has a 60 per cent average—correct me if I am wrong—

**Hon. Miss Stephenson:** No, we do not have a provincial requirement in terms of university admission. The requirement for university admission is one which is established by the university.

**Mr. Wilson:** It is for funding purposes.

**Hon. Miss Stephenson:** Yes, for funding purposes but that has nothing to do with admission really.

**Mr. Grande:** You are going to call upon the local autonomy of the university to make the decision on who goes to school, how many go to school, et cetera.

**Hon. Miss Stephenson:** They always have.

**Mr. Grande:** I understand the traditional autonomy of the university system. However, you are saying then that your ministry has no input in terms of admission requirements.

**Hon. Miss Stephenson:** The actual determination of the admission of students to university



is made by each individual university. It is not made by the Ministry of Colleges and Universities.

**Mr. Grande:** So if one of these days the universities in southern Ontario—obviously the universities in northern Ontario cannot afford to do this because the number of students who attend those institutions is low to begin with, so they are trying to attract students as opposed to keeping them away from its doors. But if a good number of the institutions in southern Ontario increase their requirements from the traditional 60 per cent, as I understood it, to 74, 75 or 90 per cent, what are we doing? Are we closing the doors to a tremendous number of students who do not get 75 per cent or 70 per cent in grade 13? In the case of the University of Toronto it is 74.5 per cent, I know that.

**Hon. Miss Stephenson:** This brings us back to the matter of visa students, because the competition for places in a number of courses is driven by the very significant academic achievement of a relatively large number of visa students. I guess the question has to be asked: if that figure is driven upwards as a result of that competition, does it in any way reduce the accessibility of many courses in many universities to Ontario or Canadian students?

**Mr. Grande:** Now you are using the term "accessibility" as I use it, because first you were saying—

**Hon. Miss Stephenson:** The availability or the openness of a course on the usual basis.

**Mr. Grande:** I just want to know what you are saying.

**Hon. Miss Stephenson:** There are some institutions which are very open, as you know, in terms of admission policies. Primarily there, the competition is less vigorous. But for some institutions it is significantly more vigorous. I suppose that is a natural phenomenon which no amount of direction by anyone is likely to modify.

2:20 p.m.

**Mr. Wrye:** Mr. Grande, might I have a supplementary on this?

**Mr. Grande:** Go right ahead.

**Mr. Wrye:** Thank you. Maybe I can help you by going at it in a little different way.

Mr. Grande has raised the matter of the 74.5 per cent admission requirement to arts and science at the University of Toronto this year. I would raise with you two other figures: the 76.5 per cent admission requirement to get into first

year business administration at Wilfrid Laurier University; and the fact that over one half—and that is higher than last year because last year's figure was just under a half, at 49 per cent, and they did not have an exact figure—of the first year engineering students of the University of Waterloo are Ontario scholars.

What Mr. Grande is getting at, what I am getting at and maybe what OCUA is getting at is that while we do not wish to in any way back off the fact that universities should be places of excellence, there comes a point when students who are excellently qualified for entry are being denied entry because of the inability of the universities to expand to match that.

What I suppose we need—and we will need the help of the universities and your ministry—is a bit of a tracking to see whether the level of admission in many of these courses has been on the rise. If it has, I might suggest to you that some students are finding it impossible to get into the universities because of that level—students who, I might suggest to you with respect, are pretty qualified students.

After all, if I got 76.4 per cent coming out of high school, that is not exactly unqualified to walk into a first year business administration course. We are not talking about medicine or law; we are not talking about post-graduate work; we are talking about undergraduates work.

**Hon. Miss Stephenson:** The autonomy of the universities in making their decisions about what their levels will be is something I really do not want to interfere with. However, I would remind you that accessibility also means there is a program somewhere in the province, not necessarily at the university of one's first choice, to which one can be admitted.

**Mr. Wrye:** A program; not the one they want necessarily.

**Hon. Miss Stephenson:** It may not be precisely the program they want. It may be a program which is related to it, but it may not be precisely the one they want right in the beginning.

For example, engineering at the University of Waterloo is a very popular program at the present time, primarily, I think, because of its co-operative element. There is a tremendous competition for places at that university.

I would also remind you that I believe that students who really wanted to go into engineering and who were qualified, who had reasonable marks, could find a place even last year,

because there were some 200 places in various engineering courses available, not filled, within the universities of Ontario. Some of those places were at Laurentian University.

**Mr. Wrye:** There are other problems—I suspect and was told by the people at Laurentian—to do with their engineering. Part of the problem is funding.

But I come back to the aspect you raised about not interfering with the autonomy of the universities. I certainly do not propose to do that. I would propose to you that you are interfering by underfunding the universities and by underfunding them constantly and consistently year in and year out.

**Hon. Miss Stephenson:** Are you suggesting that that has something to do with the admission rates to faculties of engineering?

**Mr. Wrye:** Ultimately we have now got ourselves—

**Hon. Miss Stephenson:** What you are really suggesting is that the University of Waterloo engineering program should be expanded dramatically, even though there are engineering programs at other universities which are not filled.

**Mr. Wrye:** No, I am not suggesting that; I will not speak to any individual institution. I am suggesting across the system we have now reached a point within that system where we are not only saying you will not get your university of first choice, or second, or maybe even third, you will not get your course of first choice. I suggest that we have a certain narrowing.

I am not sure I have any definitive proof any more than you do. I would suggest to you, with respect, that what we could use is something of an across-the-system breakdown. Clearly in talking about Wilfrid Laurier University and the University of Waterloo, I am talking about—as you say, Waterloo is perhaps one of the most popular, if not the most popular, schools; there are others that are less popular. What would be helpful, I think, to this committee, to all of us, might be to see what the admission requirements have been across the system, so that we may see some of the less popular schools as well as the most popular. I think it would be very helpful—

**Hon. Miss Stephenson:** We can try to get that information for you. It is not information which is given to us freely.

**Mr. Wrye:** No, I am hoping the universities would be willing to co-operate there.

**Hon. Miss Stephenson:** Ben, did you want to say something? May he please? Mr. Wilson?

**Mr. Chairman:** Mr. Wilson.

**Mr. Wilson:** Mr. Chairman, through you to Mr. Wrye.

Engineering has been the point of a lot of contention recently, and you may or may not be aware of the study called the Ring of Iron, back about 1970, which caused some anguish because it seemed to limit the faculties of engineering. In point of fact the faculties of engineering have gone beyond what the Ring of Iron said; but at the moment the Ring of Iron study is being followed quite closely by the universities—in fact there are more places than are called for—and it gives you some measure of the difficulty, with the length of time it takes to get heavy engineering facilities in place and so on, in matching the precise demand.

It was about three or four years ago that there were places going begging at faculties of engineering, and within a couple of years—

**Hon. Miss Stephenson:** At the University of Toronto.

**Mr. Wilson:** —there will be a fall-off again demographically—

**Mr. Grande:** That is the problem we were talking about.

**Mr. Wilson:** That may or may not happen, but the numbers are pretty well on track with the Ring of Iron, and we are now at the very peak, when there is always just that little bit of toughness, and I suspect that by the time another engineering faculty got built and was put into place, we would be past the peak, as indicated by many of the studies.

I wonder whether your suggestion was that we should be using something other than marks when you get to the point that there are more applicants than places available for the very popular schools like Waterloo. Because the numbers are in line with a very well-done study, Mr. Grande, done back in 1970, probably the definitive manpower study that has been done in this country on any particular discipline; and yet, now we seem to be in trouble for having been fairly close to following it.

**Mr. Wrye:** I recognize that the cycles have been very difficult to predict at times—and they have been fairly short times. I am just wondering whether the system has the short-term responsiveness that may be necessary.

**Hon. Miss Stephenson:** Yes.

**Mr. Wilson:** Thirty-five per cent increase in the last three years.

**Hon. Miss Stephenson:** That is right; and even more dramatic in computer science. The computer science increase is close to 50 per cent in the last several years.

**Mr. Wrye:** I recognize the problem you raised yesterday, Madam Minister, in terms of finding faculty in computer science, for example, but I am not sure that problem holds true for business, say, where the indications to me have been that there could be some further expansion if the funding for increased enrolments were generous, if you were more generous—and I raised this yesterday—to targeted areas, where we know the demand is, and where, rather than an increase at the 50 per cent level, in certain areas, if you were able to expand, it would be at a higher level—to a certain limit. I, like you, do not wish to get into the recruitment drives—

**Hon. Miss Stephenson:** Right at the present moment, I have a feeling that most of the universities would be in real difficulty with the Minister of Manpower and Immigration if they were to begin any very active expansion in the business field. I think they would have to go beyond the borders to acquire the faculty right at the present time, and you have seen what your federal friend has been saying in the last two or three days about that.

**Mr. Chairman:** Have you finished your supplementary?

**Mr. Wrye:** Perhaps, but I just would make the very brief point that perhaps we would not have to go beyond the borders if there were enough funding to pay faculty properly, because I know for a fact the University of Windsor has lost faculty to private enterprise because the top scale is \$51,000.

**Hon. Miss Stephenson:** But that has happened consistently in the field of academia for all the 40 years I have been directly related to university function within this province, and that is a heck of a lot longer than you have been.

**Mr. Grande:** You are not opposed to the process of Canadianization, are you?

**Hon. Miss Stephenson:** No. You are aware that I am not. You are aware of the letters I have sent to presidents over the last several years, urging them to do their recruiting among Canadians. One of the difficulties I hear the business faculties have is that it is very difficult

to recruit because there are not sufficient people with the qualifications. There are not a great many post-graduate students in that area.  
**2:30 p.m.**

**Mr. Wrye:** Maybe that is what the feds will be targeting.

**Hon. Miss Stephenson:** That problem is not limited to Ontario, as you are aware, neither is it just Canadian. It is certainly a North American problem.

**Mr. Grande:** To return to the original question, Mr. Chairman.

**Mr. Chairman:** Yes, to the original. Any further questions on this item?

**Mr. Grande:** To the original question: does the minister then—if I understand it properly; obviously I do—have no hand whatsoever in establishing the percentage the students would have to have to enter a particular university; it is solely within the university's domain?

**Hon. Miss Stephenson:** We do not, in any way, directly influence the decision which is made by the universities.

**Mr. Grande:** On page 13 of the estimates book, what am I to understand when you talk about point three—"develop and implement government policies for university"—et cetera—and one of those areas is recruiting and admissions procedures? What does that mean? Is it just the forms?

**Hon. Miss Stephenson:** I must be on the wrong page. I am not reading—

**Mr. Grande:** Page 13.

**Hon. Miss Stephenson:** Page 13, paragraph three. The areas of responsibility to develop and implement government policies in relation to our responsibilities, vis-a-vis universities, which, at this point, is limited to the provision of funding and to areas of activity which OCUA may decide to carry out.

**Mr. Chairman:** It says recruiting procedures.

**Mr. Grande:** What does "recruiting and admissions procedures" mean then?

**Hon. Miss Stephenson:** Our basic requirement is that the admissions standard—

**Mr. Grande:** Sixty per cent.

**Hon. Miss Stephenson:** —should be 60 per cent or above.

**Mr. Grande:** That is right.

**Hon. Miss Stephenson:** Recruitment, certainly, is a matter about which we have some



concern.

For example, a couple of years ago, one of our universities in southern Ontario had a very vigorous recruitment campaign, which was carried out over radio stations and television stations, fairly widely spread throughout the province, much to the horror of many of the other institutions. We simply intervened in that area and suggested perhaps this was not an appropriate way for the universities to be recruiting students. They took advice—

**Mr. Grande:** Competition never pays off.

**Hon. Miss Stephenson:** Oh, does it not?

**Mr. Grande:** No. Co-operation pays off.

**Hon. Miss Stephenson:** Competition with oneself is the one thing that pays off very dramatically—

**Mr. Grande:** But anyway, in other words you are saying that where you talk about admissions procedures then indeed the province does set a standard of 60 per cent or over for admission to the universities.

**Hon. Miss Stephenson:** Yes. That is basic, if we are going to fund them.

**Mr. Grande:** All right. In other words, from that point of the 60 per cent on—and I am just trying to understand really—the university can say 75 or 80 per cent and you have nothing to say about that.

**Hon. Miss Stephenson:** Not really. No.

**Mr. Grande:** Let me go on—

**Hon. Miss Stephenson:** We do have discussions with universities from time to time. For example, we have had discussions about the possibility of establishing an admissions testing program, which the universities might wish to introduce with one or two of the institutions. We have had discussions about the possibility of the expansion of the OAIP capacity for use by universities in this kind of activity. But they are discussions. They are not, in any way, the imposition of any government direction in that area.

**Mr. Grande:** I am just asking the question because I have—

Interjection.

**Hon. Miss Stephenson:** Ah, that is right, we did.

The central application procedure for admission to Ontario universities was a mechanism which we helped very considerably with in funding—

**Mr. Grande:** The form.

**Hon. Miss Stephenson:** No, not just the form; the whole computerized mechanism.

**Mr. Grande:** Just one question. I am just trying to obtain information, because I have really not being updated in terms of what was happening last year with certain courses that, while the Ministry of Education accepted them as valid courses for graduation, none the less the universities were talking about not accepting.

**Hon. Miss Stephenson:** One university.

**Mr. Grande:** One university. All right. What has happened there? Is it possible that we could have grade 13 graduates in Ontario with certain courses that the Ministry of Education says are allowable courses and the universities say: "No, we do not want them. We will not let you come in with those courses"?

**Hon. Miss Stephenson:** Yes. That is possible.

**Mr. Grande:** That is possible?

**Hon. Miss Stephenson:** Yes. There are prerequisites established for almost all programs at universities and that is possible. But we have had discussions—the university in question is continuing to review, at our request, the procedures they were establishing.

**Mr. Grande:** I just want to find out what has happened with that.

**Hon. Miss Stephenson:** It is not finalized at this point.

**Mr. Grande:** It is not finalized. That is why I do not yet know then.

**Mr. Chairman:** There is a supplementary, Mr. Grande, if you do not mind?

**Mr. Dean:** A supplementary along the lines of the discussion that Mr. Grande has been continuing for a very long time, it seems to me, on the matter of marks or some kinds of tests as a standard of admission into universities.

Do I understand correctly that what Mr. Grande is talking about, Mr. Chairman, is the marks or ratings as developed by the secondary schools from which the students come? Is that what he is talking about?

**Hon. Miss Stephenson:** Yes.

**Mr. Dean:** Is there any mechanism by which the universities can assess the relative worth of those figures?

**Hon. Miss Stephenson:** Yes. They can do their own admission testing, which many institutions in many parts of the world do.

**Mr. Dean:** There is no across-the-board standard test that—

**Hon. Miss Stephenson:** At this time, for all of the universities?

**Mr. Dean:** Yes.

**Hon. Miss Stephenson:** No.

**Mr. Dean:** They have not got together to that extent through OCUA or COU?

**Hon. Miss Stephenson:** No; it would be COU.

**Mr. Dean:** Maybe they should.

**Mr. Grande:** It used to be that way.

**Hon. Miss Stephenson:** No.

**Mr. Chairman:** Are you referring to the department—

**Mr. Dean:** Something more or less equivalent to what there used to be.

**Mr. Grande:** Have to pass 11 to get out of grade 13?

**Mr. Dean:** Is that anything that would be any more useful for the universities to consider?

**Hon. Miss Stephenson:** I would think so and I think the capacity with which the Ministry of Education is developing, related to the Ontario assessment instrument pool, is one which the universities should examine carefully in terms of the development of admissions testing procedures, if they wish to go in that direction. But each of the institutions has its own mechanism right at the moment.

**Mr. Dean:** I have raised it only because I have had the occasional comment recently from people in certain secondary schools that their students would appear, by the numbers, to be at a disadvantage, but when they actually reached university they outperformed some of those who allegedly had a higher entering mark.

**Hon. Miss Stephenson:** There is a great deal of narrative in that area.

**Mr. Dean:** I see. The old story.

**Hon. Miss Stephenson:** Not an awful lot of fact, mind you, but a lot of narrative.

**Mr. Chairman:** We are on item 2, Mr. Van Horne, and Mr. Grande is quite flexible on the question of supplementary questions if you have any; overly, surprisingly flexible, as a matter of fact.

**Mr. Grande:** Boy, I think we have a very flexible chairman, that is what we have.

**Mr. Chairman:** Judging by your behaviour, some day I may even vote for you. I do not know.

**Hon. Miss Stephenson:** There is one interesting point which is probably not entirely relevant but perhaps one of the things that we should

think about. As you are probably aware, in 1975, the federal government decided there should be a freeze placed upon the numbers of places for medical students in Canada, and each of the provinces was directed to comply with this. As a result, I believe there are now 1,200 places in first year medicine in Canada—no, it has to be more than that. It has to be close to 1,700 now.

**Interjection:** We have 563.

**Hon. Miss Stephenson:** Yes, 563, and Quebec with a population of two million less has 620-odd places, an aberration which I find illogical, but which none the less is there. It is close to 1,700 places, but on average each year, in terms of real academic qualification, there are 14,000 qualified applicants for those places.

**Mr. Grande:** You, of course, are speaking to the power of the Ontario Medical Association or the Canadian Medical Association.

**Hon. Miss Stephenson:** No. I am speaking to the power of the federal Minister of Health, who made the decision against the advice of the professional medical associations in Canada.

**Mr. Grande:** Is that right?

**Hon. Miss Stephenson:** Yes.

2:40 p.m.

**Mr. Van Horne:** I wonder what your view is then of the Minister of Health's view that it might help our situation in Ontario if enrolment were either limited or reduced—I think he used the word reduced.

**Hon. Miss Stephenson:** Can I give you the facts of the case? He is mouthing the admonitions provided for him by Monique Begin, whose assistant deputy minister did a study which demonstrated to her that if there were a reduction in the number of graduates there might be a reduction in the cost of health care insurance.

**Mr. Van Horne:** His mouthing then does not reflect agreement?

**Hon. Miss Stephenson:** Any personal commitment to it? No, to my knowledge it does not.

**Mr. Van Horne:** That is not my understanding, but I am happy to hear you say that.

**Ms. Fish:** I have a supplementary, Mr. Chairman. We take in your reply, Madam Minister, that suggestions about cutbacks or restraints are not in accord with your views, in your capacity as Minister of Colleges and Universities, that such cutbacks should occur.

**Hon. Miss Stephenson:** At the present time I can see no rationale for reducing the current

number of students in that specific program within this province. Our problem is not a matter of overproduction, it is a matter of difficulties with distribution, and therein lies the crux of the matter.

I am concerned that simplistic methods such as those which were introduced—and which have not, I must tell you, been complied with by all provinces in Canada, as witnessed by the increase in the number of medical students in Quebec over that period of time to a number which is significantly larger than that which is permitted in Ontario, even though, as I say, their population is two million less, and in the development of possibly yet another medical school in one of the western provinces.

I am not at all sure that Ontario's commitment to any kind of agreement with the federal direction by Ontario would solve any one's problem, and I think it would significantly reduce opportunities for qualified Ontario students to enter faculties of medicine since most of the provinces have a very geographic orientation in terms of admission to those limited enrolment courses.

**Mr. Van Horne:** You made reference to the problem, as you see it, in Ontario being one of distribution, the implication being that you cannot get the people where you want them, that is, the medical personnel are not fleeing to northern Ontario but rather they are, I gather, in areas where there are more people and facilities.

**Hon. Miss Stephenson:** Yes, we have the same problem with engineers and chartered accountants and lawyers and dentists and all sorts of other people. But we have had a more successful program in Ontario with the distribution in northern Ontario than has any other province in Canada.

**Mr. Van Horne:** Is there any government plan—and this will be my supplementary, Mr. Chairman—to change that? I know you have tried on occasion, but is there anything new coming on stream from government, not necessarily from your ministry alone but from the combined efforts of all ministries, to see that the distribution problem is resolved?

**Hon. Miss Stephenson:** As I said, I think we have had a more successful program in resolving the problem. I am not sure that one can ever resolve it totally because it is not necessarily a matter so much of the site selection as it is of the very great concern for professional isolation. I believe that is a concern which faces various

professions.

**Mr. Van Horne:** Let me throw out a specific, if I may. Are you, as government or cabinet, considering—

**Hon. Miss Stephenson:** Looking at a new method?

**Mr. Van Horne:**—something like Telidon as something that would encourage a person to work in the north, given that he may be able to get expertise by that kind of communication?

**Hon. Miss Stephenson:** Telidon per se is not in place, but high technology communication mechanisms are certainly in place.

**Mr. Van Horne:** I know from London, Ontario, we have contacts, but this is an expansion.

**Hon. Miss Stephenson:** Those are the things that are being looked at very carefully, yes.

**Mr. Van Horne:** I am not totally conversant. You say Telidon is not on stream?

**Hon. Miss Stephenson:** Not for that purpose at this time; the potential of Telidon is most certainly there but it will take a fair amount of fairly intensive work to move it forward.

**Mr. Van Horne:** It strikes me that I have seen something that reflects concern from the medical profession on that, that it not be overdone, and I know we are getting it noted around colleges and universities.

**Hon. Miss Stephenson:** We are looking at the graduates of the universities.

**Mr. Van Horne:** Am I right when I say there is a concern that it may not be used properly, that it might be misused?

**Hon. Miss Stephenson:** I think there is a concern that it be properly used, yes, but less concern that it could be—I suppose there is a concern it could be inappropriately used. Over-use I do not think is a matter of concern at all at this point.

**Mr. Grande:** I have two questions and I will be very brief. I do not want them answered now. One is on what the minister was referring to in the response to the lead speeches, debates, in terms of those 15 major employers—

**Hon. Miss Stephenson:** Fifty.

**Mr. Grande:** Fifty major employers, and two or three of those had been previously involved with the co-operation of the community colleges. Could you list those employers and what kind of co-operation are they getting with the community colleges? Not now, obviously, not now. Could you give me that information tomorrow or next day?



**Hon. Miss Stephenson:** I will try to remember.

**Mr. Grande:** It will be on the record.

**Hon. Miss Stephenson:** I said two or three of them did have training programs in place, and what was expressed by a significant number of the remainder was that with the assistance of community college programs, modular training programs, they seemed to be more enthusiastic about becoming involved with training programs because they did not have them right now.

**Mr. Grande:** You were saying 50 major employers, and I guess you were referring to that magical number that appeared in the BILD program back in March.

**Hon. Miss Stephenson:** That is the direct contact with 50 major employers, yes.

**Mr. Grande:** I just want to find out from you in what way are they getting involved with the community colleges. Also, were you not mentioning a report which somehow was going to come down soon in terms of a study of community colleges?

**Hon. Miss Stephenson:** There is an examination of growth within the college system which is being carried out right now.

**Mr. Grande:** It has been carried out, you said?

**Hon. Miss Stephenson:** It is almost completed, I believe, but not quite at this point.

**Mr. Grande:** When could—

**Hon. Miss Stephenson:** When could you see it? I would anticipate that it would be early next year.

**Mr. Chairman:** I wonder, Madam Minister, if that information is provided to one member of the committee, could you provide it to all members as well?

**Hon. Miss Stephenson:** Yes.

**Mr. Grande:** I assumed that it would be provided to all.

**Hon. Miss Stephenson:** I am sorry I did not have enough copies of the manpower information documents to give to everyone because we only had two, I think, within the ministry. They are public documents.

**Mr. Grande:** The other question is on the report of the Committee on the Future Role of Universities. Do you have a breakdown in terms of how much that report cost?

**Hon. Miss Stephenson:** I think the chairman of that committee could possibly tell you.

**Dr. Fisher:** Mr. Chairman, it is recognized that this report was one of the best buys of government.

**Mr. Grande:** I agree, I just asked you how much it cost.

**Hon. Miss Stephenson:** It was primarily because they worked weekends.

**Dr. Fisher:** Weekends, yes. Moving on to the cost, we have not completed the cost for the French-language edition yet, but we feel at the moment that the overall cost will come to something like \$87,000, the bulk of which was related to the printing and the binding in the two languages.

**Mr. Grande:** So your time was just on weekends, it was not during—

**Hon. Miss Stephenson:** I am not joking, they worked weekends, yes, and nights until midnight.

**Mr. Chairman:** If there are no further questions on item 2, and just to stimulate your interest, there are two councils that are related with this item if you want to address any questions, the council of the Ontario College of Art and the board of governors of Ryerson Polytechnical Institute. They are on pages 147 and 148. You have the budget allocations for those two agencies. If you have no questions, we will proceed.

**Hon. Miss Stephenson:** And the graduate scholarship.

**Mr. Chairman:** Is there a graduate scholarship as well?

**Hon. Miss Stephenson:** Is that not in there? I am sorry. That is under student services. I was on the wrong page again.

**Mr. Chairman:** I think that is item three.

2:50 p.m.

**Mr. Wrye:** Rather than asking a question, just before we take the vote, I wish to put a brief comment on the record that we will be voting in favour on this vote, not so much because we are pleased with the amount, but we have to vote to support what little there is for the universities. We wish it were more and we will say so.

**Hon. Miss Stephenson:** And a billion dollars is not much. You sound like C. D. Howe.

Interjections.

**Mr. Wrye:** If the member for St. George (Ms. Fish) will hang on, we will—

**Mr. Chairman:** Order.

**Mr. Wrye:** In this party, we are always reasonable. Having said we wish it were more,

we will be saying so in the concurrence debate later on in the House.

**Mr. Chairman:** All right. Your statement and concerns on are the record, Mr. Wrye.

**Mr. Wrye:** Yes.

Item 2 agreed to.

Items 3 and 4 agreed to.

Vote 2801 agreed to.

On vote 2802, college and adult education support program; item 1, program administration:

**Mr. Grande:** Mr. Chairman, if you would just give me a second, is it possible that we could have the chairman of the Ontario Council of Regents before us at any time?

**Mr. Chairman:** That comes under item 6 on this vote. It is 2:48 p.m. and our estimates should be completed by 4:37 p.m. today. Is that reasonable or possible?

**Hon. Miss Stephenson:** No, it is not possible. The chairman is in Timmins, unfortunately.

**Mr. Chairman:** We would have appreciated it if you had indicated yesterday, Mr. Grande, that you would have preferred to have some representatives here and we would have done so.

**Mr. Grande:** Mr. Chairman, what happens during estimates is that these people are on call and normally in the past would be around here.

**Hon. Miss Stephenson:** But there is a meeting in Timmins today.

**Mr. Grande:** I understand that. As a matter of fact, they are meeting about ESL, and that's what I wanted to talk to him about.

**Mr. Wilson:** That's my fault, Mr. Grande. At 11 o'clock this morning he phoned to say, "I've got a conflict." I said, "Well, based on what happened in the estimates yesterday, I don't think we want him called." He's in the air now between here and Timmins.

**Mr. Grande:** That's all right.

**Mr. Wilson:** It is my fault, I am afraid. I suggested that he would not be needed.

**Mr. Grande:** I am sure I will have ample opportunities to get together with Mr. Williams in the future.

**Hon. Miss Stephenson:** Yes. He is available and accessible.

**Mr. Grande:** My concern, Madam Minister, as I put it to you before, is in terms of those changes that you are foreseeing and the memorandum that I have is signed by Mr. Williams to all the presidents and chairmen of the boards of governors of the colleges.

**Mr. Chairman:** That is item 6 per se. You are addressing a question in item 6. We are still on item 1. Are there any questions or comments on item 1?

**Mr. Grande:** It says Ontario Council of Regents.

**Mr. Wrye:** One of the program's areas of responsibilities is to maintain effective liaison with executive heads and senior officials of individual colleges as well as the Ontario Council of Regents.

**Mr. Grande:** This is a catch-all vote.

**Mr. Chairman:** I'm sorry, I'm wrong.

**Mr. Grande:** He doesn't want to hear from me only that he is wrong. He wants to hear it from you as well.

**Mr. Chairman:** I love listening to you, Mr. Grande. Your eloquence is shattering at times.

**Mr. Grande:** That is a tremendous compliment, sir, and coming from you, I accept that as a compliment.

**Mr. Chairman:** Yes, it is definitely intended to be.

**Mr. Grande:** Because that memorandum went to those people I mentioned, under the name of the chairman of the Council of Regents, does it mean that the minister is going to change the regulations to satisfy the wishes or the needs of that memorandum?

**Hon. Miss Stephenson:** Are you talking about the memorandum you raised yesterday?

**Mr. Grande:** Sure.

**Hon. Miss Stephenson:** The governance study is not as yet finalized; the final disposition will be determined within the next few months. The direction given by Mr. Williams was certainly that which was based upon the examination of the opinions of all of those who were involved in the governance study, all of the boards, faculty, staff, students and others whom the Council of Regents contacted as a result of that study. But the final disposition, as I say, is not as yet in place.

**Mr. Grande:** Do you have a copy of that memorandum with you, because I want to quote from it? It says: "On the basis of the review on colleges' governance, conducted by the Council of Regents, the minister has adopted the following points: Immediate steps will be taken to modify the relevant regulations."

**3 p.m.**

**Hon. Miss Stephenson:** Yes, but the regulations are not completed yet. That is what I am saying.

**Mr. Grande:** That is what I was asking you. "Immediate steps will be taken to modify the relevant regulations." You have adopted these following points, it says.

**Hon. Miss Stephenson:** I think it would be more appropriate to say we accepted the recommendations made by the persons involved in the governance study.

**Mr. Grande:** I am sure Mr. Williams was quite capable of writing the English language down. It did not say "accepted," it said "adopted," which means it has your approval to go ahead.

I would want to repeat the concerns I have had and expressed to you the other day on this. Can you think of any reason on earth why at the university level it is accepted that students can be voted for on a democratic basis and become members of the board of governors with voice and vote, yet a student cannot be on the council of the board of governors of the colleges and have powers to debate issues and to vote on issues? All it talks about is student input and that is about it.

**Hon. Miss Stephenson:** It is my understanding that the position which has been recommended by the Council of Regents, on the basis of all of the discussion that has gone on, is that there should be a mechanism to ensure student participation in discussion and debate of issues which affect students at the college level, and that those mechanisms should be established at each college. I think almost all of the colleges at this point do have some organizational structure which permits this to occur.

It is also my understanding that the recommendation is based upon a concern for the relatively short period of time which many students spend at the college level. It is significantly shorter than that of most university students. Many of them are one-year students, some of them are two-year, and a relatively small number are in three-year programs. It was felt that the capacity to become as knowledgeable as perhaps university students can be about their institution during a four-year or five-year or six-year stint at that institution is less for college students; and that while there was an absolute requirement for student input, there seemed to be a less compelling reason for including students as members of—because that is really what you are asking—boards of governors.

**Mr. Grande:** One member for each campus or one member for each college, or forget about the campuses because one college may have six or seven campuses.

**Hon. Miss Stephenson:** I think there are 93 campuses for the 22 community colleges right now.

**Mr. Grande:** I am talking about the principle, and the principle is that the student is an adult in those colleges. This is what I term the battle of the sixties at universities in terms of having, not just input to the board of governors, but being on the board and having a right to speak and having a right to vote. After all, the decisions of those boards of governors, in conjunction with the decision that the Council of Regents makes, affects in a very direct way the kinds of programs that those students have. Should they not have a say in that?

You are saying there is mechanism by which there is input. In other words: "We will hear you, but whether we will listen to you or not is another matter. We will hear you, but that is about it."

**Hon. Miss Stephenson:** The intention is not simply to develop a structure and to permit it to happen, but to consider seriously the input which is provided.

**Mr. Grande:** Madam Minister, I am not trying to suggest that people who sit on the board of governors will not take seriously the input of students.

**Hon. Miss Stephenson:** That is what you just said.

**Mr. Grande:** What I am saying to you is, do you have any problems and concerns about a student from a college being elected by the students at the college, whether in one- or two- or three-year courses, to be the student representative on the board of governors of that particular college? Do you have any problems with that, other than the fact that it is a short-time span?

**Hon. Miss Stephenson:** Yes. Have you ever served as a member of a board of governors or trustees of an organization?

**Mr. Grande:** Yes.

**Hon. Miss Stephenson:** How long did it take you to become a useful contributor to that function?

**Mr. Grande:** About two months.

**Hon. Miss Stephenson:** Two months. Then you make an extremely quick study.

**Mr. Grande:** Obviously, if you are on a particular board and are attempting seriously to do the work of that board, you make sure you have the time to do the work.

**Hon. Miss Stephenson:** As a student—  
Interjections.



**Mr. Wrye:** Mr. Kolyn, Mr. Dean and I have been members of the Legislature for seven months, and I should like to hope that we do some useful work once in a while, Madam Minister.

**Hon. Miss Stephenson:** I am not questioning that. You do it, however, full time, do you not?

**Mr. Wrye:** Absolutely.

**Hon. Miss Stephenson:** Are you suggesting that a student would be able to devote full time to a function which is a matter of some concern?

**Mr. Grande:** At least have the mechanism there in place to say a student will be elected so that a student could sit on the board of governors. Then let the students do what they want to do with it.

The reason I ask you this is because of the problem I was talking to you about at Sheridan College. It really amazed me that when I got in touch with the past president of the student senate at Sheridan at that particular campus, that person did not know what was coming down on that particular course. In other words, I provided the information for that student, who supposedly was the president of the student senate at the Milton campus. He said, "We have been hearing rumours about this, but we really don't know anything specific."

As far as I am concerned, the students should know because it affects their education. We are not talking about students knowing whether it affects some other thing outside of the scope of the college but about what affects their education and the delivery of their educational services.

For my part, I do not see any problem with putting in the regulation, as soon as you are going to proclaim or to gazette the regulations, that a student should be elected from the student body to be their representative on the board of governors. I would make the suggestion to you that you approach that problem that way.

The other approach, of course, if you think that labour should have a voice on the board of governors of colleges, when we talk about manpower studies and all of these kinds of things, is that labour organizations should decide who would be their voice on that board of governors. As far as I am concerned, it should be none of the business of the Ontario Council of Regents to determine who that person is.

It is a labour representative. It should not be the labour representative chosen and appointed by the Ontario Council of Regents. It should

be done similarly for the municipalities because if you do not do that, you are taking out of the community colleges the word community.

I leave it at that and I hope I am making some sense to you.

**Mr. Wrye:** As a supplementary to that, just to give you a further example, Madam Minister, in the spring we talked a little bit about the real need for you to indicate clearly that we should not be stepping back in terms of student representation. I recall the problems at Algonquin campus where, at a private meeting to which they were not invited, both students and faculty were, in effect, summarily removed from the board, a board they had just joined. It seems to me that in the community colleges the whole idea of community includes, as well as the community and the administration, the students and the faculty.

The cutbacks in the health services of Algonquin and in some of the programs had a great deal to do with the problems at that campus. I realize that perhaps all the blame was not entirely on one side, but it seemed to me to be a very negative response to the issue.

I simply raise that matter to indicate my support for the fact that I think in the long run we are well served. Allowing for your concerns about the short-term students who are in the community colleges, we are still well served by having a student there to monitor, in a sense, for the student body the kinds of things that are going on.

**Hon. Miss Stephenson:** I would refer you to item 10 of the memorandum to which Mr. Grande referred, which states clearly: "As a matter of policy, all regular meetings of boards of governors of colleges of applied arts and technology shall be open, except when confidential matters are to be addressed. Examples of confidential matters are personnel matters or real estate transactions."

**Mr. Grande:** With due respect to the Liberal critic, I am not interested in the monitoring process and I am not interested in the student just being there to listen or to speak—

**Mr. Wrye:** Neither am I. You are monitoring when you only have one thought; you have no real control.

**Mr. Grande:** I am interested in the student having the power of a vote on that board of governors.

**Mr. Wrye:** One vote still means he is monitoring.

**Mr. Grande:** One vote, that is fine.

**Mr. Wrye:** I do not disagree.

**Mr. Grande:** When you do that the fact is you begin to take into account seriously that the student is not only the recipient of educational services, but also should be a person who is part of that decision-making process of the delivery of educational services. That is the important principle I am talking about; in terms of monitoring and of listening to what the decisions are and how they make their decisions, that is a state of powerlessness as far as I am concerned.

**Mr. Chairman:** Thank you, Mr. Wrye and Mr. Grande. Are there any further questions on program administration, item 1 of vote 2802?

Item 1 agreed to.

On item 2, provincial support for colleges of applied arts and technology:

**3:10 p.m.**

**Mr. Wrye:** I wanted to start off by raising a couple of matters. I note on page 36 of the BILD document that the comment was made right at the top, "A special capital fund will be established to upgrade equipment and facilities in the colleges of applied arts and technology, particular for high technology in high school training." In a copy of the Ontario College Newsletter which I received today they talked about the fact you had allocated \$8 million for new equipment and had done so by the end of the summer. I congratulate you for that.

However, it goes on to make the comment, and I would like to talk a little bit about it and just read to you what this says, and I suppose it would be our concern: "If there was a problem in the exercise, it was that there was not enough money to go around. While Queen's Park received proposals for \$47 million worth of equipment from the colleges, the firm budget limit was the \$8 million this year."

In essence, what happened was your ability to respond was an ability to respond to only \$1 out of every \$6 that was requested, which seems to me to be a pretty inadequate response to the problem.

**Hon. Miss Stephenson:** There were quite clear guidelines provided to the colleges for the applications for funding. A considerable number of the programs which were suggested for funding, or the equipment suggested for funding, did not fit the guidelines, and one really does have to attempt to deliver the money in the

area in which one has suggested the money should be used. However, \$8 million is this year's allocation.

**Mr. Wrye:** Are you trying to give this committee—

**Hon. Miss Stephenson:** No, there is a further commitment.

**Mr. Wrye:** —and the colleges the encouragement that next year there may be a more generous allocation?

**Hon. Miss Stephenson:** Mr. Wrye, I consider \$8 million to be a fairly generous amount of money.

**Mr. Wrye:** I said more generous, I did not suggest that—

**Hon. Miss Stephenson:** There is a further commitment for next year and the year after—in fact, for five years.

**Mr. Wrye:** Again, I go back to this very excellent little newsletter which really airs, for a lot of us in the opposition at least, some of their concerns. Right in the middle of it is the heading, "The financial dilemma which could dramatically change the role of the community colleges." Here we are again; we are back at the whole funding argument.

While I know we do not have any kinds of firm indications of underfunding as yet, it seems to me that has been dramatically proved by any number of reports at the university level. In the matter of grants, just looking at this newsletter, the colleges today in terms of constant dollars or actual buying power have \$428 less per student in constant dollars than they did eight years ago. That is a real concern, I would think, to the colleges.

I just wonder whether you are satisfied, and why you are satisfied, that the increase this year of some 10 per cent on the support program is an adequate response, when it is well under the level of inflation.

**Mr. Chairman:** You may have to rephrase your question, Mr. Wrye.

**Mr. Wrye:** Do you want me to place the question again?

**Hon. Miss Stephenson:** Yes, please.

**Mr. Wrye:** I asked you about the level of funding, which has certainly increased in dollar terms but which in constant buying power terms has gone downhill in the last eight years by a significant amount. This newsletter suggests \$428 in constant terms.

Again, funding in this general area for college and adult education support programs is up by

about 10 or 10.1 per cent. Yet that is well under the level of inflation and is for about the fourth or fifth successive year. I wonder whether this is not going to greatly inhibit the ability of the colleges of applied arts and technology to respond to the kinds of programs that are necessary to get the province moving again.

**Hon. Miss Stephenson:** The formula which has been developed for distribution of funds to the colleges is, I think, an important mechanism to ensure that each of the colleges is provided with the appropriate dollars to maintain and to enhance programs. Again, as I said, my task is to ensure that the colleges receive as much money as I can possibly extract from the general revenue fund for their purposes, and I shall continue to do that.

At the present time, I think one has to suggest that there probably have been some economies of size within the college system and the enrolment continues to increase quite dramatically. As a result of the additional \$8 million for high technology programs, I think we have been able this year to enhance the capacity of the colleges to meet the province's future economic requirements in terms of training.

**Mr. Wrye:** In capital funding—given the nature of the colleges, which I do not want to suggest are any more or less important than universities but have a great deal of importance—the \$8 million added through the BILD program has raised the level of capital spending to \$20 million. Given the needs of the colleges to respond in the area of high technology particularly, I just wonder how you feel that is in any way an adequate response when that total amount is only about two per cent of the value of the physical plant of the colleges across the system.

**Hon. Miss Stephenson:** The allocation was primarily for the addition of machinery and equipment, certainly not in the direction of expansion of physical plant per se as a result of building. For the last several years we have been encouraging the colleges to make arrangements with the school boards in their areas of jurisdiction for the use of schools which the boards have found to be less than necessary for educational purposes at the secondary level.

Some of the colleges have made use of elementary schools and are making very good use of them. Algonquin College is in the process of developing a program with the Ottawa board to use a technical school which has been underutilized by the Ottawa board. There are

any one of a number of imaginative ways in which the colleges have been able to expand their available physical plant without building. I think that is a very reasonable thing to do in this day and age when indeed we have physical plant within the educational system per se which may not truly be needed by another portion of the educational system.

The memoranda sent to the chairmen of school boards through the Ministry of Education last year specifically spelled out the colleges as prime acquirers of the spaces which schools and school boards may not be requiring.

**Mr. Wrye:** Let me just ask you something in terms of courses offered by colleges. I understand that the variety of courses changes over the years and courses at those colleges—

**Hon. Miss Stephenson:** They had better if they are going to be relevant.

**Mr. Wrye:** —that is right—are meant to change to meet demand and to remain to meet demand and to keep the colleges relevant. But I am concerned by the fact that on a number of occasions individuals have been in touch with us and suggested that some courses which are being scrapped are courses where demand remains high.

I am relatively new at this and you may have talked about this in previous years, but I am interested in knowing what mechanisms there are at the ministry level to monitor closely whether the colleges are responding properly, not only in adding courses, but in discarding them.

3:20 p.m.

**Hon. Miss Stephenson:** That capacity is within the Council of Regents and it is being done. The concern about the maintenance of relevant courses by the colleges, the concern about potential duplication of courses in various parts of the province for obviously-needed employee opportunities within Ontario but necessarily within the local region of the college, is a matter which helped to prompt the study of the growth of colleges which is being carried out right now. But approval for course additions or major modifications thereof is sought from the Council of Regents and the deletion of courses is something about which the colleges notify the Council of Regents as well.

**Mr. Wrye:** Thank you, Mr. Chairman.

**Mr. Chairman:** Thank you, Mr. Wrye. Any further questions? Mr. Grande.



**Mr. Grande:** Mr. Chairman, I want to talk briefly, by way of questions, about the contract negotiations that, if they had not been settled on October 13, would have seen a demonstration in front of Queen's Park.

**Hon. Miss Stephenson:** Oh?

**Mr. Grande:** You were not aware of that?

**Hon. Miss Stephenson:** I was not aware that there was going to be a demonstration. I was aware that if it had not been settled by October 13 there was going to be a strike.

**Mr. Grande:** Well, they would have been down here at Queen's Park.

**Hon. Miss Stephenson:** You have intelligence I do not have.

**Mr. Grande:** Obviously, the Council of Regents does the collective bargaining for the colleges.

**Hon. Miss Stephenson:** Yes.

**Mr. Grande:** My understanding is that about 10 per cent was apportioned for salary increases. However, the settlement was at 12 or 12.1 per cent—somewhere around there.

Are there new moneys then going to go to the particular body to pay for these? Or does it mean there is going to be a cut in courses or a cut in support staff? How is that 2.1 per cent going to be made up when, as I understand, the budget had apportioned 10 per cent for salary increases?

**Hon. Miss Stephenson:** For this year?

**Mr. Grande:** Yes, this year is what I am talking about.

**Hon. Miss Stephenson:** I suppose that decision will be taken by each of the colleges. I doubt there will be course deletions as a result of that only. I must tell you, however, that we do ask each college to justify the maintenance of a course with an employment placement rate of less than 70 per cent, and to justify it vigorously before the Council of Regents. Those are the primary reasons for deleting courses.

**Mr. Grande:** Obviously, the deletion of courses is what we are concerned about. I mentioned to you several of the areas where I have knowledge of courses that have been cut back, even though the placement rate for the last five to six years was 90 to 95 per cent.

**Hon. Miss Stephenson:** Where?

**Mr. Grande:** The one at Sheridan College that I mentioned to you.

**Hon. Miss Stephenson:** But it was not cut back. It was reviewed.

**Mr. Grande:** Madam Minister, you use—

**Hon. Miss Stephenson:** Mr. Grande, the fact is that the course was not cut back.

**Mr. Grande:** You use words that—

**Hon. Miss Stephenson:** But you are saying that course was cut back when it was not.

**Mr. Grande:**—drive me to get the letters—

**Hon. Miss Stephenson:** Great.

**Ms. Fish:** To check the files.

**Mr. Grande:**—and read them to you—  
Interjection.

**Mr. Grande:** On April 15 the gentleman in question was told that he could enter that two-year program. On June 25 that gentleman was told that the program was cut back to one year.

When you send a letter to 48 students saying, in effect, that course is going to be cut to one year, obviously the board of governors had to make a final decision. It was not a review because, otherwise, they would not inform the students until the review was completed.

**Hon. Miss Stephenson:** In that instance the college was concerned that the students be aware that the course might be reduced to a one-year course as a result of the review.

**Mr. Grande:** No.

**Hon. Miss Stephenson:** I cannot verify the wording of the letter which was sent because I did not send it.

**Mr. Grande:** That is right.

**Hon. Miss Stephenson:** I believe I have seen a copy of it, but I did not send it so I cannot—but you are reading it. Therefore, that is what was said within it.

**Mr. Grande:** In the letter it does not state they were in the process of review, so the possibility might exist that it would be cut back. It said in the letter the course was going to be a one-year course, even though when you registered and you were accepted it was a two-year course.

That, to me, is not a review of the decision. That, to me, was a decision that was made, and then a change of mind took place. That is fine. Do we have to know about all of these cutbacks in the colleges before these problems can be addressed? Does the Council of Regents, on a six-month basis or a 12-month basis, publish some kind of report? I have not seen it.

**Hon. Miss Stephenson:** Of the courses which are offered?

**Mr. Grande:** Of courses which have been considered redundant, cut back, expanded,

where the colleges, in effect, say, "We need to establish this course because the need is there," and they can document the need to the Council of Regents and the Council of Regents gives them the go-ahead? I guess the Council of Regents will also say, "Take a look at the other courses and see whether it is really needed."

**Hon. Miss Stephenson:** That is the direction which is given to colleges. It is an exercise they must carry out.

One of the factors which guides boards of governors is the pressure which exists constantly to ensure that the programs which are relevant and appropriate are carried out as efficiently as possible. Therefore, there is a fairly vigorous review as well of whether the length of program is appropriate, whether it needs to be modified or whether it can be shortened, without in any way damaging the quality of the program. That is one of the exercises which is carried out.

**Mr. Grande:** What I am asking you is, in essence, is their public access to that information?

**Hon. Miss Stephenson:** I honestly do not know, but I will find out. I do not think they produce a public document.

The information which the Council of Regents collects is provided to Management Board each year, but I do not believe that there is any publication of that information except in the college syllabus each year, which lists the courses that are available. If a course is available one year and not the next year, obviously it has been reviewed and has been found to be less than totally necessary.

**Mr. Grande:** If one wants to question the Ontario Council of Regents about certain decisions they have made about certain colleges—

**Hon. Miss Stephenson:** Then one communicates with the chairman of the Council of Regents and asks the question.

3:30 p.m.

**Mr. Grande:** One did and, obviously, ergo, results in the Sheridan College cutback.

I want to talk to you about George Brown College here in Metropolitan Toronto. I want to talk to you about that ESL program and about the dismissal from George Brown College of somewhere around seven to 10 teachers in the ESL program. I want to talk to you about what the president of that college and the board of governors at that college did when teachers wanted to talk to them, when students wanted to talk to them, when TESL—Teachers of English

as a Second Language—wanted to talk to them.

There is virtually no input that you can provide until after the decision is made to cut. There is no process by which teachers, students, whoever in the community—and we are talking about community colleges—can go before the board of governors and say, in essence: "No, you cannot cut this course. You should not cut this course. You should not be firing these teachers."

Madam Minister, George Brown College in the past five years has had a surplus of over \$2.5 million. When I see that kind of surplus and at the same time see the kinds of courses which are being cut back in that college, especially in Metropolitan Toronto, where there is a large immigrant community, a community that needs to have those English skills in order to be able to have access to the job market, then I wonder what on earth is going on.

**Hon. Miss Stephenson:** It is an interesting figure, one which I have not heard.

**Mr. Grande:** Oh, come on!

**Hon. Miss Stephenson:** But I really must tell you I believe that Doug Light is, again, one of the most available and accessible presidents whom I have met. He really does make an attempt to liaise with and communicate with any one of a number of groups and people in order to ensure that his college is functioning in the best possible way.

**Mr. Grande:** If you want that information, as of the 1980-81 year, George Brown College has had a surplus of \$607,000.

**Hon. Miss Stephenson:** That I can understand.

**Mr. Grande:** Wait a minute. I am talking to you about in the last five years. If I remember correctly, there is an overall surplus of \$2.578 million.

**Hon. Miss Stephenson:** Yes. But that is a fund which is used by the college, in the succeeding year usually, to fund program development, equipment replacement and other things.

**Mr. Grande:** I do not care how that fund is used or how the surplus is gathered. I am concerned about the mentality of a particular college interested in having a surplus and working to have a surplus. The point is the needs of the community around Metropolitan Toronto, where the immigrant population is very high. We talked about the boat people last year. Now those boat people who left the city of Toronto are back in the city of Toronto after

their six months of staying in other areas expired.

What is happening? This particular college is cutting back on its program in English as a second language for adults when there is a tremendous need out there. They are firing teachers when there is a tremendous need out there. When teachers are away sick, the two groups of students are put together to make up a class of 47 in a conversational course in English. It is ludicrous. How can anyone expect to be able to learn enough English so that person can go out and get a job, or how can that person learn enough of the English language to be able to translate his or her skills into the work force? What is going on there is incredible. You have had communications from so many different people about this and that communication which I saw may be correct, but I do not understand it.

I am saying to you that obviously in the case of George Brown College of Applied Arts and Technology—and that is an example, but I could talk about Niagara college and about Sheridan College and a few others—clearly there is a need in the community, yet at the same time the college is going the other way around and cutting back on those particular services. If there is no mechanism by which these things can be addressed, if the board of governors does not want to hear from groups of people, whether they be teachers or students, then where does one go for redress?

**Hon. Miss Stephenson:** If you wish to talk specifically about the English-as-a-second-language program at George Brown, I have to tell you that as a direct result of the decline in numbers of incoming Southeast Asian refugees the federal government reduced its level of purchases for that ESL program at George Brown college and, in fact, did it right across the board. As a result, there were terminations at George Brown.

But I also have to tell you that in 1980-81 the ministry funded ESL at an increased level of 21 per cent over the previous year, so funding has been provided for a significant number of those students. The funding decline which led to the terminations at George Brown was as a result of the significant decline in seat purchases by the federal government for those refugees.

**Mr. Grande:** I understand why you are trying to deflect it.

**Hon. Miss Stephenson:** No, I am not trying to deflect. That is what the fact is.

**Mr. Grande:** The fact of the matter is that it is the responsibility of both federal and provincial governments.

**Hon. Miss Stephenson:** And the provincial government not only met its responsibility, it increased it by 21 per cent; it did not decrease it.

**Mr. Grande:** But the fact remains that when you talk about manpower seats—and you can check this out and maybe you can give me information on whether it is true or not—the colleges across this province, or at least the colleges that I contacted across this province, are saying that they give away their seats in certain courses to manpower because that kind of funding is more predictable than the provincial funding. If that is a charge you deny—

**Hon. Miss Stephenson:** It is a charge I have never heard until you raised it.

**Mr. Grande:** I am making it.

**Hon. Miss Stephenson:** It is second-hand, mind you, and we will try to find out. Who made this kind of statement?

**Mr. Grande:** Get in touch with the people in Niagara College.

**Hon. Miss Stephenson:** Give me the names and I will certainly get in touch with them.

**Mr. Grande:** Get in touch with the people in Niagara College in terms of the welder-fitter course at Niagara College for a fee-paying student.

**Hon. Miss Stephenson:** The policy is clearly established by the provincial government that there must be a significant proportion—

**Mr. Grande:** Ten per cent.

**Hon. Miss Stephenson:** —of every course available for fee-paying students in every program.

**Mr. Grande:** That is right, but it is not happening because the funding is more predictable—

**Hon. Miss Stephenson:** That is absolute hogwash. The thing that is really unpredictable at the moment is the kind of funding that the colleges can expect from the federal government. The seat purchase problem in this past year was so significant that the presidents of the colleges, for goodness sake, went to Ottawa to talk to Lloyd Axworthy. And what has he done? He has reduced the basic skills training development program again because everywhere else in Canada it does not work, but in Ontario it is a great success. So he cuts it out in Ontario as well. Is that rational?



**Mr. Grande:** I am not talking to you about that. There are problems there and you are mentioning them. The federal government is trying to look at its priorities, I guess, as you look at your priorities. However, what I am talking to you about is the fee-paying student.

**Hon. Miss Stephenson:** But the formula funding is more secure for the fee-paying student than almost anything else because it takes into account the fee-paying student.

**Mr. Grande:** Madam Minister, find out about the welder-fitter course at Niagara College and find out if those seats were not all bought out by the federal government, by Manpower. There is no room there for any fee-paying student to attend that particular course.

3:40 p.m.

**Hon. Miss Stephenson:** It is a rule.

**Mr. Grande:** I will refuse to generalize. However, what I do want from you and from your ministry is find out in every program at George Brown College what is the proportion of fee-paying students to Manpower seats. I think you will find out where the largest proportion of the funds comes from. Could you do that? Is it possible or do I have to put it on the order paper?

**Hon. Miss Stephenson:** No, you can ask. We will be happy to supply that information to you. I would remind you, however, that the provincial government has also funded ESL through the Ministry of Culture and Recreation, I think to the tune of about \$700,000 this year, as a result of programs that are established and run at Welcome House.

**Mr. Grande:** And with the boards of education, I am aware of that, yes. As a matter of fact, do you not have right on that table a recommendation, a proposal by the Toronto Board of Education and George Brown to get together and do that program because they both realize that they are—

**Hon. Miss Stephenson:** Duplicating.

**Mr. Grande:** They are not only duplicating, but both of their programs are a sham. They are not serving the needs of the people.

**Hon. Miss Stephenson:** I would hesitate to make that statement if I were you because I do not believe you can validate that statement.

**Mr. Chairman:** Any further questions on item 2?

Item 2 agreed to.

On item 3, manpower training:

**Mr. Grande:** I read with interest, Madam Minister, this training booklet for middle level skills. Repeatedly in here it says, and you just mentioned that a little while back, that the colleges have to be more responsive in terms of needs of the marketplace. I would like to find out from you what is available to the colleges. What kind of work do the colleges do? What are they called? There is a mechanism there.

**Hon. Miss Stephenson:** The PACs? Is that what you are talking about?

**Mr. Grande:** Give me the name.

**Hon. Miss Stephenson:** The advisory committees related to specific industries, specific businesses.

**Mr. Grande:** How do those advisory committees work? What information do they have? Where do they seek the information? Where are the sources in order to make that decision or that judgement as to whether there should be a shift in courses, et cetera?

**Hon. Miss Stephenson:** I think perhaps we should ask an expert in that area because the new Assistant Deputy Minister, Mr. Ken Hunter, was recently the president of Conestoga College of Applied Arts and Technology which has some very active and very excellent PACs. I think perhaps we should ask him how the PAC carries out its responsibility. Conestoga College is responsible for one of the best reports in this area that I have ever seen.

**Mr. Hunter:** Mr. Chairman, the colleges use a variety of means to try to determine the needs within the community. Every program has an advisory committee. The advisory committee is made up of people who are practitioners within the occupation. These advisory committees feed information to the college as a result of their contacts in the community. At the one college I know very well we had about 550 people active on our advisory committees. In particular areas where we had some reason to believe there is a need for certain skills, we also obtained information through civic servants. I will say that in my experience with the college there was no lack of input from the community.

As a result of inquiries and input from time to time, we would initiate a survey of the particular industry or particular group of industries and use that information to base our plans for a new program or to look at existing programs. In addition to that, we do make use of all the reports we get from such sources as StatsCan and various reports published from time to time which bear on the labour market information. I

would say these are our major sources of information.

**Mr. Grande:** I am concerned with the kinds of skills that will be required five years from now. Is it fair to say, Mr. Hunter, that in terms of future directions those sources of information, by and large, would give you a picture—I am just seeking information primarily—of what is needed now compared to the types of skills that will be required five years from now?

**Mr. Hunter:** Yes, of course. There are the two problems, namely, to bring out the immediate needs and the future needs. Particularly when one is contemplating a new program, recommending a new program in a region, it is necessary not only to know that there is an immediate need but, since programs run anywhere from a year to three years, it is necessary to try to look into the future as to what might be the position, say, five years into the future. We have done this through surveys.

Recently, there have been some 63 community industrial training committees set up, again composed of the industry within a given community, and all colleges have representation on these committees. One of the responsibilities the community industrial training councils are charged with is that of giving information to the colleges and, through the skills development division of the ministry, their perception of shortages and some idea, as best they can, to determine the time span and the needs of the future.

**Mr. Grande:** If the Dodge report is correct, what I read from it is that as the microchip technology and the other technologies come into the main stream, we are going to have displaced one half to two thirds of all those people who are right now working in banks as bank tellers and secretaries. I do not know the magnitude of that number, but I feel it is going to be an enormous one.

Where is the training for those people who obviously within the next three, four or five years are supposedly going to the community colleges or to universities to retrain? What are the capacities of the college system to take care of that enormous number of people who are going to be on your doorstep?

3:50 p.m.

**Mr. Hunter:** That is the whole question of the impact of microelectronic technology on our way of life and on our way of doing business. It is exceedingly difficult to discern exactly how far it is going to impact and the pace of the impact.

Microelectronic technology is not new. I would say from my own experience it has been coming forward at least over the past decade. It has been said—and it is a personal opinion, I would have to say—that these things are going to take place catastrophically.

My observation as a result of many years in that technology is that high technology is introduced more at the human pace than at the technologists' pace. Lots of things are technologically possible right now, but I think they will not happen because people have to adjust to these technologies first.

Given all that, yes, there is a very significant problem facing us in bringing people abreast of these new technologies through various training means. To take a specific example, the word processor, someone who is trained and adept on a typewriter, a well-trained typist, can pick up the use of a word processor in about three weeks. A lot of that sort of training will take place, not in the college system in my opinion, but in the work place.

We are already using such programs as TIBI, training in business and industry, and CMITP, the Canada Manpower industrial training plan. I think that a lot of those new skills in this technology—which technology, I will say, they are trying very hard to make what is called “user friendly,” or easy to use—and a great deal of the training in that use-type of technology will be in the work place.

**Mr. Grande:** However, while a competent typist will have no problem to move to the use of a data processor in three weeks' time, how many other people or secretaries doing that job will the data processor displace? It is not the skill of using the processor, it is the displacement of other people who are doing that job, which means retraining and learning skills that will not take three weeks. It actually means changing jobs.

I appreciate what you are saying, that the technology is not going to be introduced at such a great pace that society cannot adjust to it. I appreciate that. However, the fact is that society sooner or later has to adjust. Do we have in place right now, or can we put in place, the system to retrain because basically retraining is what we are talking about? If we cannot put in place the retraining system and mechanism, where is the money going to come from? I guess that is a question for the minister, not for you.

**Hon. Miss Stephenson:** Right at the present time there are programs, as Mr. Hunter suggested, under TIBI, which are specifically for the

purpose of retraining individuals whose jobs are going to be declared redundant or are likely to be declared redundant. That program uses both the college capacity for training on a part-time basis rather than as full-time students, or as full-time students, as well as training within industry or business. I think the capacity, the mechanisms, are there and I think they can be utilized.

**Mr. Grande:** There is going to be an expansion of existing formats. Is that what you are saying?

**Hon. Miss Stephenson:** There is a fairly dramatic expansion this year of the TIBI program.

**Mr. Grande:** Supposedly you are saying that as we move towards the future, there is going to be an extension of those particular formats that now exist. You are talking about TIBI I or TIBI 2—it sounds like computer language to me.

**Hon. Miss Stephenson:** TIBI is training in business and industry.

**Mr. Grande:** I know, but it sounds like computer language.

**Hon. Miss Stephenson:** Well, yes, I'm starting a campaign against the use of acronyms in education and I know that is going to produce some awful mouthfuls or mouthfull, that—

**Mr. Grande:** Not for me. I don't remember those things.

**Hon. Miss Stephenson:** —we shall have to become used to.

**Mr. Wrye:** Do you know what the IDEA Corporation really means?

**Hon. Miss Stephenson:** Yes, I hope you know.

**Mr. Van Horne:** Something to build on.

**Hon. Miss Stephenson:** The training in business and industry program is specifically for that purpose.

**Mr. Grande:** I thought Mr. Hunter could have answered that question. The question for you, actually, is from where is the money going to come?

**Hon. Miss Stephenson:** We have already provided additional funds this year for that expansion in that program.

**Mr. Grande:** In other words, the public purse. Is that what you are saying?

**Hon. Miss Stephenson:** Some of it will come from the public purse. Some of it will obviously come from the individual employee as well, because individual employees will make decisions about career changes which will lead them

into courses which are available either at universities or at community colleges on a part-time basis, and the expansion in that area is fairly dramatic, in order to train themselves to go into alternative careers, other than those in which they are currently functioning.

**Mr. Grande:** I am getting at the levy-grant situation.

**Hon. Miss Stephenson:** You want employers to pay for all of it?

**Mr. Grande:** I want employers to pay their fair share.

**Hon. Miss Stephenson:** Yes. That is a part of TIBI as well.

**Mr. Grande:** During the provincial election, I think Stuart Smith was talking the same way as I was talking in terms of the levy-grant type of system.

**Mr. Wrye:** Or perhaps you were talking the same way he was.

**Mr. Grande:** Well, all right, you can put it in your terms.

I am just wondering if you have done any work at all in the province about that.

**Hon. Miss Stephenson:** On levy grants?

**Mr. Grande:** Yes, or is most of the work done at the federal government level?

**Hon. Miss Stephenson:** The Ontario Manpower Commission has looked at it very carefully and very critically, I believe. Mr. Hunter was a member of the Ontario Manpower Commission while he was president of Conestoga College of Applied Arts and Technology. They did examine the levy-grant system as well as other systems.

**Mr. Grande:** Is it in here?

**Hon. Miss Stephenson:** I don't think it is in any of those documents.

**Mr. Grande:** I would be very interested in it.

**Hon. Miss Stephenson:** That is labour manpower information that you asked for.

**Mr. Grande:** Yes. Since I have not seen those, I did not know if it was in there.

**Hon. Miss Stephenson:** As I said, and I hope you heard, an integral portion of the training in business and industry program is a commitment on the part of industry and business to provide some of the funding for that training program.

**Mr. Grande:** On a voluntary basis.

**Hon. Miss Stephenson:** If they are going to become involved in the program.

**Mr. Grande:** Yes.

**Hon. Miss Stephenson:** That is one of the requirements.

**Mr. Grande:** That's right. On a voluntary basis.



I am just wondering how much money will you ask the banks for to train all the bank tellers and secretaries, et cetera, in the banking system and the financial institutions of this province when that technology comes in—at a slow pace, one hopes. Sometimes it comes in at a faster pace to which we—we meaning the workers—do not seem to be able to adjust.

**Hon. Miss Stephenson:** Mr. Chairman, one of the interesting areas of adjustment was an extension of a concern which I expressed in this committee, as a matter of fact, last year, about apprenticeship training. We are off topic just a wee bit.

I was concerned about the stated requirement, in labour management information services, for tool and die makers. I have discovered that the high technology in a number of areas is utilizing skilled tool and die makers in a role I will bet the tool and die makers never thought they were going to be involved in, and that is in coarseware production for computerized systems for machine development in manufacturing. The industries have discovered that the people with those skills are much better able to translate the concepts of the appropriate requirements of a machine into a computer program than someone who is simply trained as a computer programmer.

4 p.m.

This is already happening. People are looking at what their future role is going to be as individuals and are making decisions, but industry is doing it too.

I do not have the cynical and totally jaundiced view of all industry you seem to have. It has been proved very well over the past couple of years, and not in the past couple of years only with PACs, but in the CITC mechanism.

**Ms. Fish:** What is that about?

**Hon. Miss Stephenson:** The community industrial training council. Pardon me.

**Mr. Grande:** Just to respond to you, I do not think it is cynical at all. All I am interested in is to see that private enterprise will pay for the retraining of the people they are displacing. It seems to me that the response of private enterprise in the past has been, "Let the public purse pay for it."

**Hon. Miss Stephenson:** Not totally.

**Mr. Grande:** They are going to be the first to scream when the public purse increases, and then you have to bring in a deficit to order your house. It is a game that is going on. If I am

suspicious, I think I have good reasons to be suspicious. I am concerned that those people who are going to be displaced are not going to get the training and are not going to find jobs. Then they are going to be on the welfare rolls, and the public purse will pay, you say. I want people to be able to have skills, to have jobs, to work and to earn.

**Hon. Miss Stephenson:** Yes.

**Mr. Chairman:** I just want to remind the members that on the supplementary estimates, which we will be voting on, there is an additional \$4.55 million for this particular item of manpower training.

**Mr. Grande:** Mr. Chairman, if I may, my apologies. I must excuse myself.

Interjection.

**Mr. Chairman:** Mr. Grande has a personal problem. There is an illness in his family. We certainly wish a speedy recovery to your son.

**Mr. Grande:** Thank you.

**Mr. Chairman:** Thank you for your input.

**Mr. Grande:** My apologies. The votes will pass, I am sure.

**Mr. Chairman:** Thank you. We will try to carry on.

**Ms. Fish:** Without your full contribution? Oh, dear.

**Mr. Grande:** If I could only do something about it.

**Mr. Chairman:** Thank you, again, Mr. Grande. Are there any questions that members of the committee would like to address to Mr. Hunter at this time? Mr. Wrye.

**Mr. Wrye:** I do not know whether I am going over old ground, but in a general sense I am trying to find out, given the involvement you had at Conestoga, and now with your new role, what changes can be put into place to anticipate these technological developments, to anticipate where we might have surpluses or scarcities. Again, I ask just where your thrust might be.

**Mr. Hunter:** I have always had a great deal of difficulty with crystal balls. The prediction of surpluses and shortages is something I know is beyond me. I suspect it is a very difficult field for anyone. The reason is that circumstances change so rapidly—and this is particularly true in the milieu in which we are now living where technological change is so fast that it is unpredictable—all we can do is try to design in flexibility.

What I see as a partial answer—an approach

rather than an answer—is just to try to design a flexible system, to look at a continuum, if you will, within disciplines of skills ranging from the simple to the complex, and within that to try to design flexible systems of training education which will permit us to use whatever resources we have.

We have resources in the industrial sector, in the private sector, and those resources need to be mobilized and brought into the picture as has been done through the CITCs. I think from my perspective as a college president that they have been very successful in bringing into the picture the private sector.

Within the continuum of a flexible system we have to look at better and more effective ways of bringing institutional training together with the capabilities for training in business and in industry. In part of this, we lose sight of the fact that it is people who learn; we do not really train them. As teachers, trainers, administrators or whatever we are, our job is to make available to people who wish to learn whatever they need in order to order them in that learning process.

In technology, this means using such things as Telidon, which is somewhat off in the future. It also means using existing technology such as telephones and books, which, in my view, we have not yet put to full use, and providing learning materials so that people can learn, given guidance, wherever that guidance comes, from a tutor in business and industry or a tutor in a college, secondary school or university. It is that general approach that will be the successful one.

**Mr. Wrye:** When the crystal ball fails, you will at least be able to be in a position to recognize it as quickly as possible.

**Mr. Hunter:** Yes. That is precisely my point.

**Mr. Wrye:** I think I am asking this under the appropriate vote too, but we have wandered a little bit, so I will apologize if I am not, Mr. Chairman. The minister talked about her concern—and this afternoon we touched on this—that some employers in the province have not played the role in terms of this training that they should have played. The BILD document talks about how the training itself would pay off in the long run. The lack of this involvement has led to a growing shortage of skilled workers. I know the document says that the government intended to meet on a one-to-one basis with 50 of the largest employers.

4:10 p.m.

Madam Minister, I am wondering if you could outline if that process has been completed. I do not remember if you have. I asked Mr. Van Horne and he could not remember either. Has the process been completed and, if so, what were the results of the process?

**Hon. Miss Stephenson:** I do not think that the process is totally completed as yet. It has certainly begun. Mr. Gordge, who is here, has been involved in the survey team that has been going out to meet with the various employers in the province.

**Mr. Gordge:** It is completed now.

**Hon. Miss Stephenson:** Thank you. The information will be available to us shortly if it is completed now. One of the things we have to remember is that the circumstances under which our industries and businesses operated have changed very dramatically in the past decade and the ease with which we could acquire skilled individuals from other jurisdictions has dried up in a way which has been something of a shock to employers. They are now much more sensitized to the need for training than they have ever been in the past.

The responsiveness which we are seeing reflects their own sense of urgency—panic, all right—because there is not any doubt in my mind that there is a change of attitude in a significant number of employers in this whole area. The increases in apprenticeships which are available to us at the present time are not sufficient when I look at linkage for which Mr. Hunter is responsible in a co-ordinating fashion as well.

However, when I see what is happening I am encouraged for the first time that industry is becoming aware of the absolute requirement for its participation in this whole process. I do think that the co-operative educational programs which, as I said, were initiated at Waterloo University and which have been successfully translated into a number of college circumstances and are now being expanded quite successfully in a very large number of secondary school programs, are also providing an increased awareness and sensitivity.

The survey has demonstrated that 29 of the 50 largest employers were judged to have adequate training systems now and the survey has focused on the other 21 in an attempt to provide them with information and assistance in developing that kind of capacity.

**Mr. Wrye:** In a sense, what you are telling me is the responsiveness of the other 21 was a marked improvement, was a positive step.

**Hon. Miss Stephenson:** Mr. Wrye, I served a short stint as Minister of Labour of this province and had a good deal to do directly with industry. Without fail, I expressed my concern when I was discussing other matters with business officials and industrial officials about their lack of interest and lack of participation in training programs. I have to tell you that it was a matter of general interest, but nobody really expressed any tremendous desire to become involved. I think that most certainly has changed.

I cannot measure that at this point except in terms of the increases in the number of apprenticeship places, the increases in the numbers of people who have become involved in employer-sponsored training programs, and the numbers of people who are involved in ensuring that their own employees are attending college courses, particularly community colleges, for skills upgrading and other areas of activity.

**Mr. Wrye:** Presumably, as time goes on, you will be able to take this survey you have just completed and do some tracking and that should for the first time give you some hard data. I would hope as these estimates go forward into 1982, for example, we might come back and take another look at just what the development has been.

**Hon. Miss Stephenson:** And certainly that is one of the roles that Mr. Hunter is going to be responsible for.

**Mr. Wrye:** I would just like to have you discuss a little bit with us the comments you made at the conference of ministers with manpower responsibilities last month in Quebec City and whether you have continuing concerns, particularly a continuing concern over federal moves into areas where they would be functioning in a parallel way. What assurances have you been able to give to the federal government that—let us go back to that old comment on credit responsibility—there will be indeed a sharing of credit? I cannot remember the word we used yesterday.

**Ms. Fish:** Visibility.

**Mr. Wrye:** Visibility. I thank the member for St. George.

**Hon. Miss Stephenson:** I do not think there is any lack of visibility of the federal presence in the area of seat purchase, for example, within the community college system or of involvement in other programs which are related to manpower training. I do not think that is a real problem as far as the CEIC, the Department of Employment and Immigration, is concerned.

The real concern which I was trying to express in Quebec City was the fact that there appeared to be within the Dodge report a very strong suggestion that the federal government was going to establish institutions for training in certain sectors, sectors of industry and business.

I was simply trying to point out to the minister that these would parallel almost totally the programs which are available through institutions currently existing within most provinces, and that it seemed to me it was an incredible potential waste of taxpayers' dollars to produce an institute for training in high technology. For example, in a province which has 22 community colleges involved in training in high technology, it is just ludicrous.

If the mechanism which is established by the federal government is one which is similar to that which has been agreed upon and which is in place now related to the aerospace industry, then I can accept that because the current concept of that institute is that it is a standard-setting organization which provides advice and consultative service to all of the institutions currently providing those kinds of courses for the training of students.

If that philosophy prevails, then I have no quarrel with the action which they are proposing, I believe. But if indeed they are going to build buildings to provide training for specific sectors in Ontario, I just think that is throwing dollars down the drain and I do not think the taxpayers of this country should put up with it. I maintain that position as a taxpayer.

Item 3 agreed to.

On item 4, apprenticeship:

**Mr. Dean:** I would just pass on a comment I recently heard from someone, and I just wonder whether any of the officials here have heard about it or not, that there has been some resistance on the part of labour unions to government involvement in the apprenticeship programs. Is there any validity to that?

**Hon. Miss Stephenson:** As you are very well aware, there has been no resistance within the construction trades at all because we have had a program of apprenticeship within that area of industry for 45 years—longer, I guess, because it was in 1920 something it was established. Initially, I think there was perhaps some concern, which was shared by both employers and the trade unions in certain of the newer industrial trades, although we have had programs established there as well. But I do not think that is a major obstacle at this point.



One of the concerns that I think has to be addressed is that portion of many collective agreements which ensures that when there is an economic downturn, or when there is a cyclical depression in the function of an industry, the very first people to go are the apprentices. This provides for a great sense of insecurity on the part of most of those who might be considering apprenticeship training, wondering whether they are going to continue and whether their training is going to be maintained.

One of our functions right at the present time is to try to work with the federal government, with industry and with the trade unions to find mechanisms to try to make sure that does not happen quite so frequently as it has in the past. At the present time, every single skilled trade for which there is an apprenticeship program has an advisory committee, and in every case one half of that advisory committee is made up of representatives of the trade union involved, so they are actively involved.

**Mr. Dean:** So it is really the reverse of what—

**Hon. Miss Stephenson:** I think it is more myth than reality quite honestly. It was for many years a convenient whipping boy, but I am not sure that that situation is prevalent at all today.

**Mr. Dean:** Thank you.

4:10 p.m.

**Mr. Chairman:** Any further questions on item 4? Mr. Wrye?

**Mr. Wrye:** No, I will pass on that.

**Hon. Miss Stephenson:** You are not going to ask about the great things we have been doing with apprenticeships, such as shortening them?

**Mr. Chairman:** Do not be the devil's advocate.

**Hon. Miss Stephenson:** But this is important.

Item 4 agreed to.

Item 5 agreed to.

On item 6, advisory councils:

**Mr. Chairman:** These are the advisory councils. We went through a number of these. Any questions on the advisory councils?

**Ms. Fish:** Is there any big news the minister would like to share with us?

Item 6 agreed to.

Vote 2802 agreed to.

**Mr. Chairman:** Before we proceed, I wanted to thank Dr. Hunter for participating in these deliberations and to wish him success in a very challenging area. We will be seeing you next year and the following estimates.

On vote 2803, student affairs program: item 1, student support:

**Mr. Wrye:** I want to talk a little bit about the level of student support, and perhaps you will bear with me for a second while I find some notes.

**Mr. Chairman:** Do you mind if I ask someone else?

**Mr. Wrye:** Yes, if somebody else would like to comment while I get my notes together, that will be fine.

**Mr. Chairman:** Mr. Wrye is busy looking for some research material or some other information. Are there any questions that any other members may have on the student support program, dealing here with six various programs of support to the students?

**Mr. Dean:** I gather that, as in other areas, there is some tension between provincial policies and federal policies on this matter. Are they wrong again, as usual, or what exactly is the issue?

**Hon. Miss Stephenson:** One of the expressions I heard a couple or three times yesterday was "muddling through". I have to tell you that it is my strong impression the feds have been trying to muddle through in the area of the level of Canada student loan for at least the last seven years.

The ministers of education of Canada have made supplications, not just applications, to the federal government, to modify dramatically the level of student loan which is made available and which is the basis of all student assistance programs in Canada. I think we got up to the altar of introduction of legislation at least three times, and at least three times it died.

Two years ago, when David MacDonald was the Secretary of State with that area of responsibility, he agreed wholeheartedly with the establishment of a short-term task force to examine student assistance from coast to coast, to report within approximately four months, in order that he might develop legislation to bring forward in the spring of 1980 to modify the Canada student loan program for the benefit of students. That task force was begun. Unfortunately there was an election which occurred—

**Mr. Wrye:** Some you win; some you lose.

**Interjection:** You won that one.

**Ms. Fish:** Unfortunately.

**Hon. Miss Stephenson:** Unfortunately there was, and the federal government of the day was defeated on February 18, I believe, and the student task force almost ground to a halt. However, the subsequent Secretary of State was

prevailed upon to continue, and the report was developed. He threw some roadblocks in the way, and it took an inordinate period of time to develop the final report of the task force. Then he made the decision that after the final report was developed he would distribute it widely for comment before anything was done about it.

As a result, at the present time there is no legislation in place. I do not believe they will be able to write the legislation because there has not been agreement reached at this point on a federal-provincial basis about the content of the new legislation; and I do not believe they will be able to introduce it even early in January or February of next year. That means we are going to be yet another year in this bind of having rigid limitations placed upon the Canada student loan program, which is now totally unrealistic in terms of the cost of education for students right across Canada.

There will be a meeting, I gather, at some point in November; we have not even heard what the date may be. We asked in September for the meeting to discuss the final details of the Canada student loan program in order that he might get on with the business of writing legislation and introducing it. But at the present time, we are bound by these unrealistic figures related to Canada student loan, which have a very disturbing effect on the whole of student assistance.

**Mr. Dean:** I guess, as with the constitution, you have to wait and see what happens.

**Mr. Wrye:** It is interesting that the minister is anxious, and we are no less than she, to have this area sorted out, and that she is concerned about any delays there might be in that area of student loans, student support in general, but she seems to be doing exactly the same thing when it comes to the report of the Committee on the Future Role of Universities in Ontario.

**Hon. Miss Stephenson:** The comparison is ludicrous, if I may say so, Mr. Chairman. The report was delivered in August, and I have promised you a statement either late in December or early in January. That, sir, is four months, not two years.

**Mr. Wrye:** You have suggested that the problem may not be sorted out until the whole issue of established program financing is sorted out.

**Hon. Miss Stephenson:** We did not throw that monkey-wrench in.

**Mr. Wrye:** When you have been underfunding the system and depending on the feds for as long

as you have—I am not sure I agree with Mr. MacEachen, but I can certainly understand where he is coming from—it gets pretty frustrating.

**Hon. Miss Stephenson:** I wish I understood where he is coming from.

**Mr. Wrye:** He gets bashed over the head long enough with this nonsense about the federal deficit, and eventually he says, "Well, maybe I had better do something about it and let you people start paying your way, instead of always blaming it on us.

**Hon. Miss Stephenson:** I have a vague suspicion that there are innumerable other programs at the federal level which would provide \$1.5 billion without in any way damaging any program which relates to people.

**Mr. Wrye:** I am sure there are. I suspect that the frustration you may feel is that you may have to sell your oil company almost as fast as you bought it.

**Mr. Chairman:** Could you pinpoint the specific question?

**Hon. Miss Stephenson:** The feds could sell theirs, which might bring far more.

**Mr. Wrye:** Well, at least they are the national government.

**Hon. Miss Stephenson:** Oh?

**Mr. Wrye:** The last time I checked, Ottawa was the national government.

**Hon. Miss Stephenson:** In name, yes.

**Mr. Chairman:** Could you be more specific, please?

**Mr. Wrye:** Certainly, Mr. Chairman, I shall be pleased to be more specific.

We were talking a little earlier about the level of funding in the north—I ask this question in a general sense, but I have the north in mind—and I just wonder whether the minister does not feel that perhaps some major changes are needed in terms of, in the first instance, letting people know there is something such as the Ontario student assistance program. One has the sense that some people may not even be attending post-secondary institutions because of their concern that they simply will not have the funds nor be able to earn them through employment to see them through. I wonder whether a more major selling job is not needed in terms of what funding is available.

**Hon. Miss Stephenson:** Two years ago I think that would have been a reasonable criticism of the program because I do believe that we had

not succeeded in informing as many people as possible of the availability and the presence of the Ontario student assistance program. The surveys that have been carried out this year at various schools and universities would demonstrate to me that the vast majority of students are now aware of Ontario student assistance and of its availability.

**4:30 p.m.**

The move to introduce the student guidance information service to grades seven and eight in northern and eastern Ontario last year provides some possibility of ensuring that students in these grades are made aware of student assistance as well. Certainly the guidance counsellors have been informed of their responsibility to let students, even in the very early grades of secondary school and at grade seven and eight level, know about student assistance too.

I do think the effort we are making in this direction is beginning to pay off quite well.

**Mr. Wrye:** Let me give you a couple of figures which I have from a review of the Ontario student assistance program, 1979-80, dated August of this year. Of all dependent students receiving OSAP grants, the percentage of those from families with incomes in excess of \$20,000 increased between 1978-79 and 1979-80. What thus follows is that the percentage of those from families with incomes of less than \$20,000 actually went down.

**Hon. Miss Stephenson:** Have you got the reported figures? Have you got the breakdown?

**Mr. Wrye:** It is appendix A, table 6.

**Mr. Clarkson:** Inflation would cause that to a degree. The number of children in the family affected it too.

**Hon. Miss Stephenson:** Yes.

**Mr. Wrye:** Approximately 27 per cent in 1978-79 and about 31 per cent in 1979-80, just one year later.

**Mr. Wilson:** What page is it you are on?

**Mr. Wrye:** These are from some notes of our research staff. It is appendix A, table 6.

**Mr. Chairman:** Is it the estimates briefing material you are referring to?

**Mr. Wrye:** No. It is from a review of the Ontario student assistance program, 1979-80. It is gross income ranges of parents of dependent students receiving grants.

**Mr. Clarkson:** If I may just comment, most of this reflects changes in the patterns of the students applying for assistance. For the most

part, an increase at a particular income level might be influenced by such factors as the number of students living at home or away from home and the number of children in the family. Those are just two factors that have considerable bearing on whether a student receives assistance.

Overall, it is our opinion that there was not much change in parental income from one year to the next among those students applying for assistance. There are variations here and there. Some go up and some go down, and vice versa, but for the most part, the income distribution of parents of students applying for assistance was virtually unchanged between the two years you mentioned.

**Mr. Wrye:** So you are saying the increase, putting it another way, is really entirely accountable to inflation?

**Mr. Clarkson:** To some degree, but at the income level you mentioned—

**Mr. Wrye:** I know there can be individual circumstances which change it.

**Hon. Miss Stephenson:** Yes.

**Mr. Clarkson:** The old plan had a much smaller percentage.

**Hon. Miss Stephenson:** Of students from that income group, yes, and this is a review of this.

**Mr. Wilson:** A major shift took place when the old plan was replaced by the new plan. It went shooting way up. Then year by year it goes down as inflation brings wage rates up.

**Mr. Wrye:** I do not want to be unfair to you. We have used constant dollars a few times during these discussions. The same study, appendix A, table two, points out that the number of Ontario student assistance program grant and loan recipients as a percentage of the total full-time Ontario enrolment declined from 45 per cent in 1976-77 to 36 per cent in 1979-80.

**Hon. Miss Stephenson:** For 1976-77 it certainly did because in 1978 there was a major shift in the programming and the program was directed very specifically towards students of lower income families. It was a targeting activity which was carried out and which was successful. The philosophy is that student assistance should be available to those students who require money in order to achieve an undergraduate degree.

**Mr. Wrye:** I am certainly not going to object to that general philosophy. I might ask the minister to comment in one specific area.

**Mr. Chairman:** Pardon me, Mr. Wrye. I would like to remind members that we have approximately four minutes.



**Mr. Wrye:** I was just going to ask you. It seemed to me you had said 37. Did you wish to add something there?

**Hon. Miss Stephenson:** No. In table three you will notice that in 1977-78 the proportion of students who were classified as dependent was 45.5 per cent. In 1978-79 and 1979-80 the proportion was approximately the same, 74.5 to 74.9 per cent; so the group that we are targeting is certainly the group that is taking advantage of student assistance.

**Mr. Wrye:** I want to raise one specific matter with you, namely, the whole area of the level of repayment percentages, particularly in these times of high interest rates. I wanted to give you a specific example, the example of Steven Salmons of Windsor who recently graduated from the University of Windsor, and, as a result of his education, managed to total some \$8,000 in OSAP loans. He was advised on August 7 of this year, some six months after his graduation, by the Canadian Imperial Bank of Commerce that his interest rate on those loans was 23.75 per cent. We calculated he would pay interest of \$1,900 a year or \$158 a month—this for somebody who had just graduated.

**Hon. Miss Stephenson:** I am concerned because I do not know what proportion of his \$8,000 was Canada student loan and what proportion was Ontario student loan.

**Mr. Wrye:** Rather than having given you the specific problem that we have, which is that within six months of graduation students are finding they are subject to the normal interest rates of the populace and that some of them may have accumulated very substantial debt which they will have trouble getting out from under, given the high interest rates and given the high level of repayment just to meet interest, I wonder whether we have not reached a point where, on your part, there may be some need to reconsider whether students could be given a moratorium of something longer than six months. I wonder whether that is a reasonable suggestion.

**Hon. Miss Stephenson:** I am not sure if the repayment schedule is that which has been established under the Canada student loan program. The reason I would perceive that this student has a fairly heavy burden at this point is the inadequacy of the CSL program and his requirement for an Ontario student loan supplement. The Ontario student loan program,

because it is so much smaller than CSL, has not been able to persuade banks to provide a beneficial interest rate. We had to accept that at the going rate of interest and that does provide a problem.

I am not sure that providing a longer moratorium is the appropriate way to go, but certainly when a graduate after six months is having difficulty in repayment, there are mechanisms which are in place for extending or for modifying the repayment schedule in order to allow the individual to repay, probably on a much slower, longer rate in order to finally counter that debt completely. Certainly there is no real difficulty in arranging it.

One of the things that has been useful to students is that many of them have been permitted to pay interest only if they were having difficulty with the repayment schedule. Providing them with a longer period of time might be beneficial for the student, but I wonder what it would do to the rate of repayment of the student loan by individual students. At the present time, the bad debt level is not really very bad. It is really quite reasonable.

**Mr. Wrye:** All rumours to the contrary.

**Hon. Miss Stephenson:** All rumours to the contrary. I believe that most graduates are aware of their responsibilities and if they can find a way to manage to maintain the payment on the interest for a period of time, until either the interest rates decline or until they have a greater income and are therefore able to pay off more, I think that is the appropriate way to go.

**Mr. Chairman:** It is 4:37 and I would like to have your co-operation if we could speedily go through the votes.

Item 1 agreed to.

Item 2 agreed to.

Vote 2803 agreed to.

**Mr. Chairman:** We have the supplementary estimates for 1981-82 with references on page 18 of the supplementary expenditures estimates referring to vote 2802, item 3, \$4,550,000 related to the manpower program.

On vote 2802, college and adult education support program; item 3, manpower training:

Item 3 agreed to.

Vote 2802 agreed to.

**Mr. Chairman:** Thank you for your patience and co-operation, Madam Minister. I thank Dr. Fisher, Mr. Wilson, Mr. Hunter and all the

ministry staff. This completes the estimates of the Ministry of Colleges and Universities.

If I may digress just for one second, Madam Minister, I wish to express on a personal note the best wishes of every member of this committee in the personal anguish that your family and yourself may be experiencing and wish your husband a speedy recuperation in the problem

he is certainly suffering or subject to, so strength to you and your family to go through this difficult period.

**Hon. Miss Stephenson:** Thank you very much, Mr. Chairman, and thank you, members of the committee.

The committee adjourned at 4:42 p.m.

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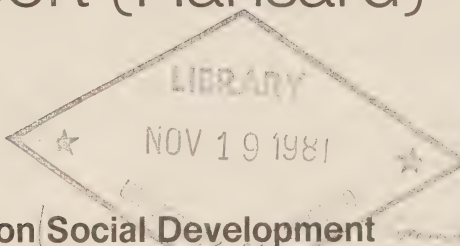
1 Ontario

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No. S-14

# Legislature of Ontario Debates

## Official Report (Hansard)



**Standing Committee on Social Development**

Estimates, Ministry of Community and Social Services

**First Session, Thirty-Second Parliament**

Monday, October 26, 1981

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC



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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

**Monday, October 26, 1981**

The committee met at 3:34 p.m. in room No. 151.

### ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

**Mr. Chairman:** The member for Parkdale (Mr. Ruprecht) has made a great contribution by his presence here because now we have a quorum.

**Mr. Ruprecht:** Yes, I understand.

**Mr. Chairman:** It is deeply appreciated. I see a quorum. We will begin our meeting. I call the meeting to order. On the agenda today we have the estimates of the Ministry of Community and Social Services with an allocated time of 23 hours.

This committee is very relaxed, Mr. Minister, so before you realize it, it will have been completed. We have a relaxed framework in terms of the dialogue, questioning and comments during the estimates. I welcome the member for Scarborough West (Mr. R. F. Johnston) after the summer recess and I will be very partisan in wishing him good luck on behalf of his leadership campaign—all the members of this committee are very partisan. The best wishes to him.

We will start. Mr. Minister, I believe you have an opening statement to make. The floor is yours.

On vote 2901, ministry administration program; item 1, main office:

**Hon. Mr. Drea:** Mr. Chairman, do you want me to identify for the stenographer the senior members of the ministry who are here?

**Mr. Chairman:** It would be a good idea.

**Hon. Mr. Drea:** To my left is Mr. Robert Carman, who is the deputy minister. To his left is Mr. George Thomson, who is the associate deputy minister in charge of policy and development and to his left is Mr. Peter Barnes, who is the operations director of the ministry.

I would like to begin our joint deliberations with a few remarks related to my ministry's major goals and then conclude by outlining how our programs and services are being both responsive and responsible in meeting those mandates.

In that process I examine our evolution as a ministry. In particular, I wish to illustrate how our philosophies, programs and structure have strengthened and will continue to strengthen our commitment to the community and the most vital component of that community, the family.

I do not intend to be overly statistical in my presentation. All members have been given copies of our program and resource summary. I am certain there will be ample opportunity to examine expenditures in detail in the hours and days ahead.

In total terms, our spending intentions for the fiscal year total approximately \$1,655,000,000. That figure represents an overall increase of 8.2 per cent over the actual expenditures of the previous year. The figure also represents 8.5 per cent of Ontario's total budgetary expenditure for the 1981-82 year.

I wish to stress, too, that more than 50 cents of every dollar of expenditure is allocated to a wide variety of partners in the social services field through transfer payment allocations.

Historically, we have always looked to others—municipalities, allied agencies, community organizations—to work with us in developing and delivering a network of social services throughout Ontario that have enabled us to broaden the base of community support and services for those with special needs. This trend will continue as we devolve even more responsibility to municipalities for community-based program delivery.

Collectively, our efforts and energies will be expended to ensure that those requiring ongoing support receive it, and that those in need of assistance and encouragement to return to a normal living and working life will have a wide range of programs and services available to them.

In both cases, the community and the family have integral roles to assume in partnership with ourselves. To give you some idea of my confidence in community spirit and community support, I would like to reiterate what I said in June at the annual convention of the Ontario Municipal Social Services Association.

At that time, I reminded the OMSSA delegates that while we as a ministry have assumed the primary responsibility for the provision of assistance to many needy groups, the support services necessary for those people to attain partial or total self-sufficiency are often found elsewhere.

Most services to disabled persons, for instance, are delivered at the community level. Other types of support, such as day nurseries and individual and family counselling, are also delivered at the community level. It was against that backdrop that I suggested there was an urgent need to review with municipalities our respective responsibilities in order to attain a more responsive and more controlled delivery system, and to integrate as much as possible the responsibility for social assistance and social services.

Ontario's social assistance case load is composed of three basic groups. The first are people who are sick, disabled and developmentally handicapped. Many have no access to an independent source of income and it is my intention that the province will retain direct responsibility for income support to this group. We could perhaps refer to these persons as pensioners. For those among them able to achieve a degree of self-sufficiency our provincial vocational rehabilitation services program is there to help.

The second group of people are able-bodied, employment-ready recipients who are mostly on general welfare assistance and who tend to be in need of assistance for short periods of time. The municipalities administer the general welfare assistance program and both the provincial and municipal expectations with respect to this group are clear. Those recipients will continue to be assisted as long as we are satisfied they are actively looking for work.

**3:40 p.m.**

The third group to which I refer has representation on both the municipal and provincial case loads, with the bulk being recipients of family benefits allowances. This group is composed of able-bodied recipients or spouses who require varied support services in order to leave a life of social assistance behind them.

Expectations for this group have varied considerably. At the provincial level, we and members of the group have met with considerable success through introduction of the work incentives program and the provision of a number of sole-support mothers projects.

At the local level, some municipalities have developed a network of social services such as day care, life skills training and employment counselling with which they can now offer recipients a real alternative to long-term public assistance.

Discussions are already under way with municipalities to transfer that third group of recipients back to the municipal system. We are in the process of deciding where to implement pilot projects in order to determine how the transfer to the municipal system can best be achieved. I might say that municipalities have been very responsive to this planned rationalization, and I am confident this initiative will reduce significantly the impediments some individuals now face in achieving self-sufficiency.

While I am on the subject of our income maintenance system, I would like to outline briefly for members some of the improvements and innovations that have already been introduced to the system.

As you know, the ministry has undergone a gradual decentralization process with a view to delegating more decision-making and responsibility to our area and local offices. As a result, all case load management decisions will shortly be made locally and are linked through a network of computer terminals.

Phase two of this process, the transfer of files and complete decision-making responsibility to area and local offices, is now under way. The Barrie area recently completed this process. Members may also be aware that my ministry is giving high priority to the introduction of new and improved computer-based information systems.

A completely new system encompassing the income maintenance program is well into development which will ensure better service to clients and improved administration. It will provide a better client information base and production of management reports in addition to the computation of entitlements and production of cheques.

At the program delivery end, we will continue to be responsive to the financial and community needs of social assistance recipients.

Recently I announced a total of \$70 million in increases and improvements to Ontario's social assistance programs. The initiatives included an expanded guaranteed annual income system for the disabled program—many of you know it as Gains-D—to integrate more than 25,000 recipients classed as permanently unemployable into



the system. Once this process is completed next year, approximately 58,000 recipients will be assured of a guaranteed annual income.

In addition, I introduced a selective shelter subsidy to both GWA and FBA recipients who are home owners or who rent through the private market. This program also benefits municipalities through an enriched cost-sharing formula and the reduction of administrative costs associated with the previous shelter subsidy programs. I also approved an 8 per cent across-the-board increase for all long-term social assistance recipients effective October 1. More than 115,000 recipients and their dependents are beneficiaries of this increase.

I have spent considerable time discussing income maintenance, in particular our initiatives and intentions with respect to that domain of my responsibilities. I did so, however, because it is our highest area of expenditure and underscores our commitment to apply modern management practices to ensure the most effective allocation of available funds to meet the greatest needs.

It is also an affirmation of my unreserved confidence in Ontario's municipal system to work with us in the creation of a delivery system that is responsive to real need and responsible and efficient in meeting such need.

I would like now to talk briefly about this very special year of 1981, the International Year of Disabled Persons and, in that context, chronicle for you some of our initiatives, completed or proposed, in support of our disabled population.

Again here our emphasis is on building a strong provincial base of support services while at the same time encouraging and enabling more programs and participation at the local level. For instance, among the projects we are funding this year is a program to develop province-wide interpreter and intervener services for deaf and blind persons. We are funding this project and are working with the Canadian National Institute for the Blind and the Canadian Hearing Association in its application. The ministry also has allocated \$700,000 to expand the services available to autistic children and adults and their families.

In order to increase the opportunity for physically handicapped persons to live in as normal a community setting as possible we have increased the number of attendant care units available in various communities throughout the province by 52 for this fiscal year.

In the area of research we will continue our

multidisciplinary research program, which has been made possible through a \$4 million enrichment from the Provincial lottery. Twenty-eight research awards have already been announced, and I just want to mention two of these.

The first is enabling the evaluation, including a needs assessment, of the child-parent centre of the Jane-Finch Community and Family Centre. The child-parent centre was established to increase the social supports available to families, particularly mothers with preschoolers living in a low-income, high-risk community in order to enhance their effectiveness as parents and as families. The centre is also attempting to involve these families in identifying and providing the informal resources needed to deal with their problems.

We have committed approximately \$94,000 to the three-year evaluation, research and needs assessment of this project. The study began last fiscal year, and is under the sponsorship of the child in the city program at the University of Toronto.

In Scarborough lottery awards have made it possible to undertake a study of the effectiveness of two different programs designed to build competence as a parent. It involves focusing on a group of single-parent mothers who are considered to be more at risk than the general population. Under terms of the two-year project a life-skills, esteem-building program will be compared with a program combining life-skill elements plus a direct parenting skill component. The sponsoring agency for this project is the Sacred Heart Child and Family Centre in Scarborough. We expect the evaluation will provide important data concerning the type of prevention strategy that is most effective for the target group.

I wish to mention one other research and demonstration project, this one funded by my ministry, that underscores our emphasis on primary prevention. This year we have awarded a grant of more than \$160,000 to Ongwanada Hospital so that it can continue our work on primary prevention and public awareness. There are two objectives to the Ongwanada Hospital research: first, to reduce the occurrence of mental retardation by identifying and assisting families and individuals at risk of having children with certain forms of mental retardation, thus minimizing such risk; and second, to improve the level of public and professional understanding of prevention.

I single out those three research projects only because they illustrate graphically the depth of our commitment towards and encouragement of primary prevention, family involvement and community-based services. With respect to the latter—that is, the expanded spectrum of services at the local level—I would like to talk briefly about the progress of local children's services committees.

As members may recall, the ministry announced in 1980 its intention to establish a number of model local children's services committees throughout the province. There are now six in place with the recent announcement that the Sudbury-Manitoulin districts have been chosen as the site of the first such service in northern Ontario. Four of the six committees are in the second stage of their development, and they are beginning to assist the ministry and local municipalities in performing program and budget reviews. The fifth committee is in the first phase of its development. That committee is now involved in needs assessment and in assisting agencies to deal with hard-to-serve children in the Waterloo Region.

In addition to our work with and support of local children's services committees we are also promoting the voluntary co-ordination of services in communities where no committees exist. About 15 community groups are being assisted financially and in a variety of other ways, and we expect the current activities will help to increase each community's readiness when the ministry is prepared to announce new children's services committees. In so far as community involvement and support are concerned, our continuing collaboration with local associations for the mentally retarded and local governments has resulted in steady progress with respect to services for the developmentally handicapped.

**3:50 p.m.**

As members know, our ministry is committed to reducing the incidence of institutionalization in this province and, in its place, increasing the number of community-based residences, workshops and other support systems for the mentally retarded and their families. Since 1975, for instance, more than 2,400 community accommodation beds have been created for mentally retarded adults and children. During the same period the population in our facilities for the mentally retarded has decreased by more than one seventh as a direct result of the availability of alternatives to institutionalization. Moreover, more than 2,900 additional spaces for

sheltered workshop trainees have been created since 1975, and there has been a significant development of a multimillion-dollar program for mentally retarded children in developmental day nurseries as well as integrated day nurseries.

Other areas of activity, such as life skills and pre-vocational training, support services for individuals and their families, and the adult protective services worker program, affirm our commitment to broadening the base of community programs and services for mentally retarded persons and their families.

Within the institutional setting a number of new initiatives and improvements have also been undertaken. Developmental programming has been introduced within mental retardation facilities, thereby enabling each resident to have his or her individual program and training plan. In this way each resident is able to maximize his or her potential, and we are able to develop training plans to meet individual needs. Our ministry-operated institutions have also established community service divisions in order to liaise with the community and assist in the co-ordination of admissions, discharges and community service.

Members will also be interested to know that we now have within our facility system 10 highly specialized treatment and training units for deaf, blind and multisensory handicapped retarded clients.

Another major program improvement related to services for developmentally handicapped children is the introduction this year of the special needs agreement and the special services agreement. I am going to refer to both agreements just briefly. In the process, though, I want members to understand the intent of these two agreements, how they will work and are working for the wellbeing of developmentally handicapped children and their families.

The special needs agreement is an agreement between the province and the parents which acknowledges that the child has special needs which cannot be met at home. The special services agreement is an agreement between the parents and the service providers that clearly outlines the special services to which a child is entitled and how the agency and the parents will co-operate to see the needs are met.

There is a cost associated with the special services agreement, which varies from \$40 to \$90 a month according to the parents' ability to pay. The two agreements have four major aims:

1. To encourage parents to become involved in their child's individual training and progress;

2. To provide funds so that additional services needed by children can be made available to them;

3. To outline the rights and responsibilities of parents and staff in relation to each child; and

4. To promote the development of an individual program plan for every child living in a residence for the developmentally handicapped.

While we have made significant progress during the International Year of Disabled Persons in expanding and enhancing services to the mentally retarded and their families, our efforts on behalf of other children and adults have been intensified as well. The province's 51 children's aid societies are now in the first year of a new funding formula based on the weighting of social factors and the introduction of a service plan concept of management. The service plan concept is really much more than a management approach; it is a dynamic model of planning that, through its application, will assist the societies and the ministry in determining appropriate types and levels of service required in each area of the province.

While our ministry's funding of societies has increased dramatically—it has increased more than 70 per cent during the past five years—we have also co-operated closely with children's aid societies to promote more nonresidential services for children in need and to expand services in traditionally under-resourced regions such as northern Ontario.

A moment ago I discussed the service plan approach to funding that we have implemented with the province's children's aid societies. Members will be interested to know that, based on its effectiveness in children's aid societies, we are actively exploring the possibility of introducing a service plan approach to funding the province's children's mental health centres as well. We are currently researching and collecting information to assist us in that regard.

This year children's mental health received an initial nine per cent budget increase, but we have allocated up to three per cent more in a number of cases in recognition of extraordinary needs. These funds are enabling the 81 residential and nonresidential centres to maintain the quality of their essential services.

Members may recall my announcement in May concerning the former Champlain Training School at Alfred. At that time I announced the closure of Champlain and the development in its place of a \$2.4 million series of improvements and increased services for the delinquent and disturbed youth in eastern Ontario.

Announced initiatives to date include the development of 53 new secure care and treatment beds for juvenile offenders and disturbed youth plus the creation of eight community nonresidential programs of assessment counselling and family support for troubled children and their parents.

The closure of Champlain, incidentally, reduces to six the number of training schools in Ontario. This depopulation of our training schools has been a gradual process, and has proceeded at a pace consistent with the development and growth of community-based alternatives such as group homes, foster care and community prevention and diversion projects.

In conjunction with the growth of community alternatives and care, I am pleased to report that the child advocacy information system has now been implemented, permitting an effective tracking capability for children in residential care. This system is important to the individual child and is providing us for the first time with a comprehensive province-wide overview of children in all residential settings. We are at present studying the possible expansion of the system to other areas.

In addition to developing new systems in other areas the ministry is taking steps to ensure that information requested from agencies is essential and is not duplicated, thus minimizing demands on agency staff. This is part of a large project to develop a more effective way of collecting, storing and retrieving data across the ministry so it can be more effectively used in program management.

There are two other areas of funding that I want to mention before concluding my remarks. The first concerns our native people, both those who live on reserves and those who live off them. We are allocating \$500,000 this fiscal year to the provincial native child welfare prevention program. This program is planned, administered and delivered jointly by Indian bands and local children's aid societies. The objective of the program is to reduce the need for the apprehension of children and their placement away from their reserve community.

Off reserve we have allocated a total of \$260,000 in support of 16 Li'l Beaver programs across the province. These programs benefit children between the ages of five and 17. This year the ministry is also financially supporting native women's centres in Toronto, Hamilton and Thunder Bay.

A second area of funding and support I want to comment on is the ministry's and the gov-



ernment's continued commitment to the elderly. Our community-based support for senior citizens has many facets. As members are aware, a major program to expand, replace and renovate Ontario's homes for the aged was announced earlier this year. That \$40 million five-year plan is now under way, and I expect it will result in enhanced quality of life for the senior citizens who reside now, and may reside tomorrow, in the province's homes for the aged.

At the same time, there will be no letup in our efforts to expand services and enhance the quality of life for those senior citizens who continue to live independently or who require limited community care and support. During last year's estimates members may recall there was considerable discussion of the desire to develop a more co-ordinated, more comprehensive system of home support services for senior citizens and handicapped persons requiring certain types of in-home assistance.

We have recognized the need for program improvements, Mr. Chairman, and I intend to outline today the first of a number of initiatives that will be undertaken in this area in the coming months.

**Mr. R. F. Johnston:** It wasn't just last year, Frank; it was the year before that and the year before that as well, and the year before that.

**Mr. McClellan:** We have been waiting six years.

**Mr. R. F. Johnston:** You can understand that we are happy.

**Hon. Mr. Drea:** Maybe you have been waiting for me for six years.

**Mr. McClellan:** Then we'll find out in a minute, won't we?

**Mr. Martel:** We have seen window-dressing in this ministry in the past.

**Hon. Mr. Drea:** Really?

It is my pleasure to inform you that I and my colleague the Minister of Health (Mr. Timbrell) have recently concluded arrangements for the development of a new integrated homemaker services program. As you are aware, homemakers are the key nonmedical support service for many persons, and particularly the frail elderly. The new homemaker program is the result of our recognition that there is a need to improve the availability, co-ordination and accessibility to this key home support service.

**4 p.m.**

I regard our new program then, as a major step forward in the development of an overall

provincial home support policy that will both encourage and enable citizens to live in their homes and communities, rather than requiring unwanted and unneeded institutional care. In so far as the new homemaker program is concerned, I believe it will be of enormous benefit to two major groups, namely, frail aged and adult physically disabled persons who require help in the form of homemaker services to enable them to continue to live in their own homes and to continue to be members of their communities.

At present homemaker services under home care are only available to persons with medical needs. Once this new program is introduced they will be made available to frail aged and adult physically handicapped persons regardless of whether there is any need for associated medical services. As well, homemaker services will continue to be provided to those persons eligible for the acute and chronic home care programs. The homemaker program has four major objectives: first, it improves significantly the availability of, and accessibility to, homemaker services for all frail aged and adult physically handicapped persons, by, in effect, providing one-stop shopping and service.

Second, the new programs will provide the same homemaker service which is currently available through home care to eligible persons who do not require medical services. Third, it improves the terms under which homemaker services are provided, for instance by increasing significantly the maximum number of hours of service. And fourth, the program will gradually relieve municipalities of the homemaker cost for these two target groups. We hope these funds will be available for the enrichment and enhancement of other municipal support services at the community level.

The homemaker program I am outlining today will be, as I have indicated, a co-operative initiative involving my ministry and the Ministry of Health. The Ministry of Community and Social Services will provide the enabling legislation in order to meet federal criteria for partial cost sharing. The Ministry of Health, through its home-care agencies, will provide the services to ensure that eligible frail elderly persons and physically handicapped adults have enhanced access to, and availability of, required homemaking services.

I do not wish members to infer from my remarks that we will be able to introduce this new program on a province-wide basis overnight. The government is now in the process of

phasing in chronic home care on a province-wide basis. In order to ensure the new program is similarly introduced in a smooth and orderly fashion, and that manpower and other resources are available to meet the home care agencies' and communities' needs, we intend also to implement the new program on a phased basis.

It is expected that six projects will be introduced in the first year. These projects will begin in areas of the province that have established acute and chronic home care programs, which have evolved to the stage that will allow for the efficient implementation of the new service. Province-wide coverage will be phased in over a five- to six-year period. It should be noted this process will not affect current plans for the expansion of chronic home care. I will ensure that members and the public are kept abreast of developments as we go forward with this important new homemaker services program.

At this point, I would like to provide a word of praise to members of my ministry and those in the Ministry of Health who worked together to develop this program. I am absolutely certain that this new approach, this consolidation of many systems into one, will be of enormous benefit both to persons in need, and the municipalities in which they reside. Furthermore, I am unreserved in my confidence in the ability of the local home care agencies to carry out this program effectively and with competence, concern and compassion.

As I indicated at the outset, this development is only the first of a number of other home support initiatives that will be announced shortly. My ministry is currently working on other complementary, community-based initiatives and I will be providing more details in the months ahead.

But while I have devoted some time to this new development and our other intentions to improve the quality of life for senior citizens and others, I now want to return to the programs that are achieving that end today. For that reason I have approved the allocation of almost \$158 million this fiscal year to enrich the community life of the province's senior citizens, and to expand the community services and opportunities available to them. Overall, exclusive of capital expenditures, our proposed spending on services to seniors this fiscal year represents an 11.1 per cent increase over the previous year. In the last five years expenditures in this area have increased by more than 61 per cent.

I would like to refer briefly to two programs,

home support and the volunteer program for seniors, because each in its own way represents the emphasis we place on enriching life through community and citizen involvement.

The objective of home support services for the elderly is to enable elderly persons to remain in their communities through a program of visitation, support services such as Meals on Wheels, and other initiatives such as home repairs. The volunteer program for seniors encourages seniors to provide assistance and information to other seniors. It also reflects our corporate belief that society has traditionally spent too much time lauding senior citizens for what they have done and not enough time encouraging and enabling our older citizens to continue to be productive and vital members of the community.

Finally, I would like to highlight briefly some of the customer service initiatives we have introduced this year. In addition to our decentralization and delegation of authority to the local level, the purpose of which is to bring decision-making and services closer to the public, we have undertaken a number of other improvements to our customer service commitment. Reading rooms, for example, are now available to the public in every region of the province. This gives members of the public increased access to program information and the various standards and guidelines governing social service activities and agencies.

As well, customer service co-ordinators have been identified in the ministry's regional and area offices to more readily initiate and implement programs to improve service delivery to the public. At head office, we have recently established a ground floor public enquiries unit in the Macdonald Block at Queen's Park. This unit, working side by side with the citizens' enquiry branch of the Ministry of Culture and Recreation, has increased the availability of and access to information and assistance from the ministry.

Mr. Chairman, those constitute my opening remarks as we begin examination of my ministry's 1981-82 expenditures.

**Mr. Conway:** Mr. Chairman, I apologize at the outset for not being able to be here for the minister's entire statement. I had a meeting at three o'clock in the housing ministry and I apologize for being somewhat late. I want to begin by saying that these are the first estimates I have dealt with as a critic for the department. My experience with the department has not been as extensive as perhaps it ought to have

been. For the past number of years my obligations have been in the Ministry of Health, a fellow traveller in this social development field. In listening to the opening remarks from the minister I am reminded that a substantial number of the issues are the same or related.

There was a certain amount of hectoring from behind me during the remarks and it reminded me that on one occasion the minister invited a bit of this by suggesting we had been unfortunate in having had to wait six years for his elevation—or for his appointment—to this department. I was just asking my friend, the member for Sudbury East (Mr. Martel), to refresh my memory about the ministers we have had in this department since 1975. I think the list is four: Brunelle, Taylor, Norton and Drea. It is a rather eclectic group when one thinks about it. I always thought Jim Taylor's appointment was irrefutable proof there is in the current Premier (Mr. Davis) a kinky strain that shows itself in certain cabinet formations.

**Mr. R. F. Johnston:** He seems to have overcome that recently.

**Mr. Martel:** It's high powered now.

**Mr. Conway:** It isn't even a high-powered minister we have. From a very limited exposure in the past number of weeks to the department, one of the things I hear from people in the field is interesting—I have no reason to believe it or disbelieve it, but I report it to the committee because I'm sure some would be interested. I know people with greater experience in departmental affairs than I will be able to speak more authoritatively to its accuracy or its falsity. I am told by people in the know that one of the interesting things about the Drea administration is the rather systematic undoing of the Norton-Thomson years. I suppose one should be fair to the previous minister and say there seems to be a feeling there is a return to the pre-Norton days of, maybe Jim Taylor—God knows. I do not personally believe that but I report it as an interesting bit of gossip.

4:10 p.m.

**Hon. Mr. Drea:** Thank you for not believing it.

**Mr. Conway:** We will wait and see to find out whether it is true, but I thought it interesting. I know the current minister would be somewhat nervous about any comparison that would link him in terms of his ideological or other sensibilities with the late Minister of Energy and Community and Social Services.

I chuckled when you read with great elo-

quence and great alacrity the whole senior citizen business. I was saying in an aside to the member for Sudbury East I do not know what other members are finding—if, as and when these poor beleaguered senior citizens in Ontario ever get time beyond trying to determine what it is they are going to do with these sales tax and property tax grant fiascos that are everywhere. Perhaps I can get some support for some kind of special award to go out to George Ashe immediately. In my six years and some odd weeks here, I cannot remember a program involving a sector that has been so spectacularly screwed up from start to finish. They are wandering in, some of them with five or six cheques, and the next group comes in with no cheque at all.

I saw a lineup the other day outside the front door. I enquired of one of the information officers at the front desk what the lineup was about. It was just like in my office. It was a group of senior citizens trying to figure out (a) whether they would ever get a cheque, or (b) what they should do with cheques number three, four, five and six. I hope, Mr. Minister, we will gather together the seniors at a time some months down the road when this tax grant program is a burden off their shoulders and when they will undoubtedly be interested to know that you and the Minister of Health (Mr. Timbrell) are combining your wisdom to deliver to them a new program to advance their standing in the eyes of the provincial government. I wish you well, and I am sure you will bring to your program and its delivery a decidedly more efficient administration. I want to leave that with you.

**Hon. Mr. Drea:** Mr. Conway, just to clear that up, I will convey those remarks to the Minister of Health because I will only do the enabling legislation. The Ministry of Health will be doing the actual delivery.

**Mr. McClellan:** So they won that little power struggle.

**Mr. Conway:** That is an interesting point. I am reminded that I have had the experience in the Ministry of Health of a number of programs that do involve this interministerial linkage. For example, the Ontario Council of Health did a study on mental health services in the province, and it was devastating about how unco-ordinated things were, not only within the Ministry of Health but also within related agencies and other ministries. I hope we are not going to find ourselves in a similar situation.



I guess my next observation about the ministry is more from the perspective of somebody who spends a bit of time in his constituency office, many miles from this place, talking to people, many of whom are involved in one way or another with the ministry. I get the distinct impression that the Ministry of Community and Social Services is at least as beleaguered as, if not more than, the Ministry of Health. There is a strain and a stress everywhere. These people are so bloody beleaguered that they do not know where to turn.

I marvel at many of your staff. I do not know how they carry the load many of them do. I do some of what I call my own social work in my constituency office, and I will tell you it pales by comparison out in our part of the province where the tyranny of distance makes ordinary problems that much more aggravated and difficult. I really want to say that I associate myself with some remarks you made earlier congratulating your staff for, I suspect, different reasons.

I want to say as well that I think there are countless people in this ministry who work under conditions of great adversity. I have a feeling that there is an endless strain. There is no question about underfunding; everybody is complaining about it. We will talk a little bit more about that at a later date, but I want to mention this business about creating these pilot programs. I gather the Ministry of Community and Social Services is good at that and maybe more so than other ministries with which I have dealt.

**Mr. Martel:** It is just that they do not have enough money.

**Mr. Conway:** The idea that you create a pilot project either in child abuse or in some other area, and give it an 18-month or 24-month lease on life and then announce its termination with the basic idea that somehow private resources at the municipal or other levels will pick it up, in my part of the province—I cannot speak for other parts—is just a nullity. That means the program will die in eight of 10 cases.

Certainly that is creating a difficulty for a series of client groups in various parts of my county, and I am sure it is the same in Sudbury, in southwestern Ontario and in Metropolitan Toronto. They are people who are very appreciative of the adult services that are put in place that were not there before. Now, of course, both client and provider are told: "Sorry, friends. On such and such a date the program ends. If you want any additional help in this area, you will

have to talk to the county council, to the United Way, to whomever." That has created, in addition to a lot of other things, a hardship. It has made the work of your field representatives that much more difficult, if not impossible.

I want to touch on four of five of the areas, most of which you dealt with in your initial statement, Mr. Minister. The first question has to do with one of the more basic ones, which is the question of funding. I had some opportunity to review some of the figures, and undoubtedly we will have a debate about some of these at a later date, but a cursory examination of the 1981-82 estimates of the Ministry of Community and Social Services certainly indicates for me that the Ontario government has made a conscious decision to continue underfunding not only this particular ministry but others as well, and of the health matter, I have absolutely no doubt at all. It seems to me that this ministry is falling behind in a particular way with respect to a variety of programs.

Since 1979, the social policy area has been receiving less and less of the total Ontario budget. In 1979-80, this policy area comprised 64 per cent. By my calculations, we are now down in fiscal 1981-82 to an estimated 62 per cent of the total provincial budget.

The Metropolitan Toronto Social Planning Council has clearly stated that it sees this kind of decrease in support as well. Last year, they set out in a study a fairly detailed examination of how social programs are not being funded as they once were in this province.

The budget of the Ministry of Community and Social Services also has decreased as a percentage of the total provincial budget, I note, from 8.8 per cent in 1977-78 to 8.5 per cent in 1981-82. The provincial budget itself increased 16.1 per cent over last year's actual expenditures. The budget of the ministry lags behind this higher-than-inflation increase by nearly half, at 8.2 per cent from last year.

While the rate of inflation has steadily increased from 10.1 per cent in 1980, according to recent accounts, to something just slightly over 12 per cent, the rate of increase in the ministry's funding has steadily decreased from 9.5 per cent in 1979-80 to 8.2 per cent in 1981-82.

**4:20 p.m.**

From the exposure I have had with people in the field—and I am sure other members will share in this—with persons who are either on the receiving end of a benefit or are local providers, the one comment that is universal in

the complaint is that they are not in any way keeping abreast with the inflation that is everywhere in the economy.

It is interesting that others in the community, and I think many in the business community, have made it very clear that they see the current double-digit inflation as the most dangerous enemy and have indicated that it merits a priority consideration by the policy-makers.

I must say, Mr. Minister, that I do not see in your ministerial estimates a clear recognition of the ravages of inflation to the income maintenance programs and other aspects of your administration. I do not see a response to that inflationary pressure, at least not the kind of response that I think is merited.

I was reading, as I like to do, the speeches of previous ministers. I find them sometimes interesting, most often tiresome and—

**Mr. Gillies:** Kinky.

**Mr. Conway:**—sometimes very kinky. There is usually an interesting lesson in the relationship between promise and performance. I noted that on October 22, 1979, your predecessor, Mr. Norton, was quoted as saying in the estimates committee: "We cannot be satisfied with merely extending last year's priorities, nor can we be content with protecting essentials."

I get the impression that you are not even doing that. Yes, you have announced a couple of new programs here today, but it is my strong belief that an equal number of other programs are being allowed to lapse and that there continues to be a significant erosion across many of the more basic programs for which you have responsibilities.

When the minister invited us to consider that we cannot be merely satisfied with extending last year's priorities, nor can we be content with protecting essentials, I must say it is my belief that in this respect this government is fighting a rearguard action, cutting back on programs that deliver assistance to many in this province who are not in a very good position to defend themselves against the ravages of inflation, of unemployment and disability. I do not get any sense that these ministerial estimates are really breaking any significant new ground, nor are they undertaking to shore up many of the programs that are in serious difficulty.

When you consider as well that over the past number of years, certainly in my time here, there has been an increase in the responsibility of the ministry, one wonders how the Ontario government can justify decreasing the portion of the total budget that is dedicated to the Ministry of Community and Social Services.

I do not think there is anything that is more characteristic for the average member. I know that prior to my involvement with the ministry as an official critic, when I thought of the Ministry of Community and Social Services I most often thought of the whole income maintenance area. That is the point at which most of the politicians, and quite frankly the majority of citizens in the province, relate to the ministry.

I note that there has been an increase in some of the income maintenance schedules, but I note as well that judging from the most recent Statistics Canada poverty lines, the proposed Family Benefit Act rate averages about 25 per cent below the poverty line set by Statistics Canada, and the upcoming general welfare assistance rate averages about 37 per cent below those poverty lines. I have to tell you again that it is very much my feeling that it is just not a nebulous statistical consideration, but it is something that is deeply felt by people who are on the receiving end of those programs.

The other day in the House, as I listened to some of the discussions about pension relief, I thought about what people are receiving in terms of basic levels for income maintenance. In a perverse way, I thought about what members of this assembly are allowed after five or six years of being in this place. It is enough to make me want to do a more in-depth comparison. But it is my understanding that you can serve in this House for five or six years and walk out of here with a pension that is larger than the income on which we expect many single people to function in this province. In fact, I know it to be so. I thought how interesting it is that those kind of relationships exist.

I am not suggesting that it is a direct comparison of apples and apples, but I thought none the less that it is an interesting comment on the way in which people are treated. That you can serve in this place for five years and receive more income maintenance by way of pension than your entitlement from the various programs available to a single person in 1981 is an interesting comment about perhaps where we have succeeded and where we have failed.

Coming back to those rates, the fact is that the adjusted FBA and GWA rates still fall significantly below the Statistics Canada poverty line established by that federal agency in the past year. A single disabled person, if I am not mistaken, will receive a maximum of \$4,968 per year under the new guidelines, or 15 per cent below the poverty line established at \$5,822 per year.

I must tell you, I am single and I look at people who come in to see me and are asked to survive on \$4,968. It is a hypocritical thing to admit, but I just sit there and think to myself, "When they do not have immediate family or some kind of outreach from the community, how in the name of God does anybody, in this day and age, survive on that?" Who in this room could imagine that they could survive on \$4,968?

It ought to be part of the collective shame of this place that in this year and in this province we expect a disabled person—we are not talking about somebody who is able to provide for himself or herself fully but about a fully disabled person—to live on \$4,968. A single unemployable person on FBA receives an income 25 per cent below the poverty lines. On GWA this person would live off an income 41 per cent below the 1980 poverty line level. Under the FBA, a mother with one child will receive \$6,396 per year, 25 per cent below those poverty line standards. On GWA, this family will receive an income 34 per cent below the poverty line.

I note that many in the government, much of the leadership of this administration and some not so directly associated with the leadership of the administration, and one thinks of the member for Oriole (Mr. Williams), are often quick to point out how important they see the family unit to be in the overall scheme of social things for the years that lie ahead. It is not obvious to me how that bias in favour of the family unit is supported in the funding arrangements of these income maintenance programs.

The minister said in his opening statement in 1980, "Services must be available on a fair and equitable basis." One has to wonder how it is that GWA recipients who are classified in the same category of permanently unemployable live 41 per cent below the poverty line, while the FBA rates for the same classification fall 25 per cent below the same level. My determination of those two rates leaves me with the distinct impression that there is an inequity and an inequality.

4:30 p.m.

I see the deputy minister breathing heavily and talking quickly into the minister's ear. If these figures are in some error, I hope we will take the opportunity of these hours ahead to clear up any misinformation that might flow from these notes of mine.

The inequity between GWA and FBA programs has increased with recent events, not lessened. There has been, of course, much talk

in recent years about discrimination which has been written into or sustained in this kind of legislation.

The family benefits regulations, as we all know, apply differently to men and women and I note, as I am sure other members will, in recent days there have been a couple of cases—I saw one reported on Hamilton television and one, I think, in Ottawa the other night—where single fathers were complaining rather vociferously about the inequitable treatment they are receiving under current legislation.

According to that Family Benefits Act, a dependent father is only permanently unemployable by means of a medical disability, while a mother is unemployable if she has a dependent child. It may have been that you dealt with some of that in your opening remarks. I am not sure, because I did not have a chance to reread them.

It is interesting to note that your colleague the Provincial Secretary for Social Development (Mrs. Birch) should expand the basic eligibility for FBA with regard to disabled female recipients who marry. As of November 1981, as I understand it, they will remain eligible as a result of "removal of the sexist elements of the FBA program." That is in keeping, she said, with current standards and values. It has been done there. I note that the bias still remains as to single fathers and their children.

A second area I would like to touch upon has to do with crisis centres for assaulted women and children. We all agree recognition has grown over the past few years that women and their children deserve the right to refuge from violent domestic situations. The funding of these centres remains under the General Welfare Assistance Act, a 20-year-old piece of legislation originally designed to meet the needs of transient men. All of these centres must rely heavily upon private funding owing to the below-actual per diem rates authorized by provincial budget.

For example, Women's Habitat in Etobicoke is a hostel for assaulted women and their children which must rely on 37 per cent private funding, including the United Way, as its recently negotiated per diem rate is \$17.75 per day per person, while its actual per diem costs equal something in the neighbourhood of \$28.28.

It reminds one of homes for the aged where the per diem is set here and the actual per diem is something quite different. The \$17.75 shows a 9.3 per cent increase over last year, another below-inflation figure common to these esti-



mates. Eligible costs under the General Welfare Assistance Act are to find "the cost of providing the resident with meals and sleeping accommodation."

All hostel rates are set by determining the cost of four units, namely, three meals and one bed. The physical adequacy of hostel accommodation is controlled by area municipal zoning and fire, health and building bylaws. There is no funding for support programs and consequently there is little or no provincial standardization.

The problem of process is also incurred, because of the various levels of government involved in budget planning and authorization. For example, a hostel will submit its 1981 budget in August 1980 to Metro; so it may budget by February 1981, and the province may budget for April 1981. A hostel may receive confirmation of a per diem in June 1981 and a retroactive cheque in July 1981 for the first part of that year. If a hostel budget estimated in August 1980 is not authorized at the expected per diem rate, the hostel has overspent from January 1981 to the date of authorization.

I know that has been a complaint at Women's Habitat, and it is so much the story of these kinds of programs, not only in your ministry, Mr. Minister, but throughout much of government today.

I know that some time ago—I guess it was probably right after Christmas, early in this year—I had an interesting discussion with Mr. Ray Tomlinson of Metro social services concerning the significant change in the clientele that hostels generally are reporting. They note a significant change in the pattern of clientele. They note that hostels in this city especially are receiving more referrals from social agencies, hospitals and police.

Almost every one of those agencies says: "We are cut back ourselves. We do not have the ability, we do not have any capacity, to deal with these kinds of cases, and will you please look after them?"

I can think of a number of cases that have developed. That is one of the things about the world out there. There will be an accommodation. If one cuts back here, one can expect a public or a private response. It is interesting to see what is happening in areas where, for example, there are not nearly enough chronic beds or homes for the aged beds.

It is interesting to see the kind of private, ad hoc arrangements being entered into. Something is better than nothing. When I think back

to the conversation with Mr. Tomlinson, the experience in Toronto seems to be—I can only report on the basis of that conversation—that the hostels are receiving more and more referrals from social agencies and public institutions that are in a position where they cannot themselves function because of cutbacks. They are asking these hostels to accept additional numbers of referrals.

I am refreshing my memory with that conversation. I remember as well that the discussion noted that changing clientele, as reported by Seaton House and Family Residence, appears also to be a function of inadequate income maintenance levels, inadequate discharge planning for psychiatric patients and lack of affordable housing in institutional accommodation. Yet with the continually changing service demand, there is no provision for funding support programs and very little in the way of provincial standardization.

I am reminded as well of the Hospital Council of Metropolitan Toronto study of about 18 months ago in which they pointed out not only the people we know of in our institutions and the numbers of people on lists waiting to get in and whatever but also the alarming number of people in the community at risk of whom we are not aware, some of whom have been involved in rather spectacular cases in the public press.

I think of the Hess matter. How many elderly are out there who are not plugged in at some point, who are not reported to various social agencies and who are at significant risk? I know they are in my community. I am quite confident not all of them are showing up. Maybe a good-sized minority are showing up nowhere. Like our unemployment statistics, people are just giving up and not bothering to link into official government agencies or programs.

As far as day care is concerned, this is an issue in which I do not have a great personal involvement, but it is something I hear more and more about from people who are faced with the ever-mounting pressure of finding spaces for their children while they are out working either through choice or necessity.

Going back to your predecessor's opening statement in these estimates almost a year ago this week, Mr. Norton said: "We believe the primary responsibility for the care of young children is with the children's parents. However, when parents decide to seek care for their child for part or all of the day from someone

else, I would suggest that the majority are competent to make suitable arrangements themselves."

**4:40 p.m.**

Perhaps it is this attitude, Mr. Minister, which results in the situation where 860 children are waiting for subsidized day care in Metropolitan Toronto who have already been means-tested and deemed eligible. There is, of course, another large number of children just waiting to be assessed.

The problems in this area seem to be growing. I know a number of things were done with respect to the recent election campaign, but it is my impression there has been an inadequate response.

There is a fairly strong feeling in the community, at least as I determine it, particularly in rural communities or smaller cities where they do not have the tradition that is in place here in Metropolitan Toronto or in larger cities like Ottawa and Hamilton. In my own community, which is a town of 15,000, I know that seven, eight, 10 or 12 years ago, before my arrival on the scene at any rate, there apparently was a matter of some controversy concerning the creation of a day-care program. It poisoned some of the waters.

I am told by some of your officials that there is money available to the community that wishes to establish a program, but I do not see anybody taking a leadership role. All of us, particularly those of us in the hinterland, hear about the popular notion about the drawdowns, social programs and what is happening, that these programs seem to be deterring people from working and all the rest of it.

I certainly hear it; perhaps no one else does. The minister looks somewhat confused. It seems to me I cannot think of a better place for government to spend its money than on day care. My own feeling long has been that the idea of a day-care program directly associated with the work place is something I personally favour. It has been attempted in certain European communities. It is something that recommends itself to me. I am sure there are others who would disagree. It is an extremely appropriate and very useful expenditure of public moneys to invest in day care in substantial measure. I do not see that we have had anything but a kind of grudging, ad hoc response over the past number of years.

There was, as I indicated earlier, some enthusiasm not only during the general election but also, if memory serves me correctly, during

the famous Carleton by-election. There was a statement made by somebody in Kanata that there would be manna from heaven in this area.

On the matter of child abuse, the general trend within the Ministry of Community and Social Services seems to be away from preventive forms of service. This is demonstrated in particular through the winding down of the child abuse prevention unit, funding cuts to demonstration projects on child abuse and the situations which children's aid units currently are encountering.

On the child abuse unit, it is my understanding that the Ministry of Community and Social Services right now is in the process—well advanced, I think—of quietly dissolving the child abuse prevention unit within its operational support branch. That may or may not be something the minister wishes to respond to but, as of October 30, 1981, it is my understanding that staff will be reduced by 50 per cent, from six to three people. I think your ministry has already made that public. The minister nods affirmatively and the deputy nods negatively. We will think about that for a moment.

**Hon. Mr. Drea:** If you want an explanation, we will do it later.

**Mr. Conway:** Fine. Another source tells me there will only be one remaining staff person within that child abuse unit.

**Mr. R. F. Johnston:** Don't overdo it.

**Mr. Conway:** The member for Scarborough West was not here at that time, he came shortly afterwards—but my impression about some of the history of the child abuse unit is of a couple of spectacular tragedies, one in particular—

**Mr. McClellan:** The history is that silly memo from Chick Hendry—

**Mr. Conway:**—and a lot of other things. My information was, and it struck me as being sensible, that after one very well-publicized tragedy there was money in all directions. There were people running about like the proverbial chickens with their heads cut off, and saying, "Boy the government of Ontario is damned well going to be seen to be acting on the spot with child abuse money." I would like somebody in the ministry to tell me, I presume somebody here can, where we stand on that Popen matter, just as a matter of parenthetical interest.

**Mr. McClellan:** Historical interest.

**Hon. Mr. Drea:** Do you want to know now? I can put it in—

**Mr. Chairman:** It would be appreciated if maybe Mr. Conway would continue with his comments unless you have an answer now.

**Hon. Mr. Drea:** It only takes one sentence.

**Mr. Conway:** I would certainly like the minister to interject here.

**Hon. Mr. Drea:** As you know, in that particular matter, one of the convictions was reversed because of newspaper publicity and a new trial has been ordered. I am not aware what the status of that new trial is, Mr. Conway. In terms of the royal commission or the judicial inquiry into the matter, it is my understanding—and I must admit, although I will discuss it much later, it came as somewhat of a surprise to me—that the particular judge is still working on the report.

The judicial inquiry, of course, is being conducted under the auspices of the Ministry of the Attorney General, and I can only formally inquire there. I must admit it came as a surprise to me, because I understood it had been completed and was being held up pending the disposition of the appeal. It is my latest understanding, of three or four weeks ago, that the work is not completed.

**Mr. Conway:** I appreciate that very much. I want to be very clear. My interest is exclusively in the matter of Mr. Justice Ward Allen's inquiry. I want to make that very clear. I do not know whether it is Frank Scott or who it is, but somebody has written a very famous and derisive bit of poetry on the role of royal commissions and judicial inquiries in the Canadian political tradition. If anybody ever needed any ammunition to prove that point, keeping in mind what was said at the time—I did not bring the file with me, but the language was eloquent and poignant about the necessity for, and the overriding, transcendent responsibility of this government and this Legislature to get an inquiry under way with some relatively quick results.

I remember driving in from Pembroke and listening to Stephen Lewis on one of the local radio stations. He pointed out at that time—that is now about six or seven months ago in the spring of this year—that it is taking this judge longer to write his report, just to write the report, than Kim Anne Popen lived. I thought that was an incredible comment to make. I have no reason to doubt what you are telling me now, because I was told something similar before the summer recess, that it would be well into this year before his writing—one wonders what kind of hieroglyphics—

**Hon. Mr. Drea:** Mr. Conway, just to correct that. It was my understanding in the spring session that the work would be completed in the first half of the year. That is why I say I was surprised to find out it was not. I think one thing that should be taken into account too is that there were instructions by the Attorney General (Mr. McMurtry) to the judge that he was to cease all other work until that was completed. That was early on in the spring and that was why the expectation, at least on my part, was very high.

4:50 p.m.

I think it should also be pointed out that when the report becomes available, it is entirely in the hands of the Attorney General because of the nature of the appeal court reversal of the original trial. It may be held up because of that. I do not know.

**Mr. Conway:** I understand you then to say that your latest information is that we cannot expect the final report of Mr. Justice Allen until late in the calendar year 1981.

**Hon. Mr. Drea:** That was my information, but I cannot give you an exact date.

**Mr. Conway:** That's fine.

**Hon. Mr. Drea:** It was certainly three or four weeks ago. It is taking longer to write than the Don Jail inquiry. The Don Jail was closed before the Don Jail inquiry was completed.

**Mr. Conway:** My impression is, feeling very strongly on this subject, that it is an inadequate response, and I hope it is something we would very reluctantly consider another time. I believe the government—if I am not mistaken—through a couple of ministers and the judge himself, indicated it was important to proceed expeditiously; that justice delayed was justice denied and a whole host of other very important and eminently sensible statements, now all some 30 months old or older.

**Hon. Mr. Drea:** Mr. Conway, would you like me to convey your remarks to the Attorney General?

**Mr. Conway:** I certainly hope you do. I intend to—

**Hon. Mr. Drea:** Because I have made remarks in the past on the same subject.

**Mr. Conway:** But I think back to those events of 1977 and 1978, all the publicity, all the pressure, and I can well remember being told by someone in the ministry: "Boy, if you have anybody out there in your riding who wants funding for a program, I can tell you, friend, the



program to put forward is child abuse. There is money, lots of it, so get as many of those programs developed as you can." A lot of people apparently did and now they are all facing the same guillotine I mentioned earlier. By the end of this calendar year, many of them will be forced back on to other funding arrangements.

In counties like my own, where the social infrastructure is very limited, these kinds of programs have developed an important place in the community and they have done an extremely good job, as far as I can judge. I have no qualms in making that assessment at all. I do not know how I can go to the client groups, provider and recipient, and say "sorry," because to tell some of these programs to go to the county or to some other funding agency at the local level is, in almost all cases, to tell them to fold their tents and move elsewhere. We simply are not able at that level to carry on.

I noted again the controversy in the press about the parents' resources matter, something you are undoubtedly familiar with, a demonstration project that seems to have been very well accepted by the community it serves and utilized by these people with very positive results. Funding has apparently been cut off by your ministry and it will have to close down, I am told, by November 30, 1981, unless something is done.

I am interested—I noted one of my colleagues, the member for Prescott-Russell (Mr. Boudria), brought it in—in the article in a recent *Toronto Star* by Michelle Landsberg, which undoubtedly upsets you, Mr. Minister, with its headline, "Frank Drea Turns His Back on the Littlest Guy of All," and its conclusion, "He won't listen to them and he isn't listening to you and to me." I cannot imagine a more bald, a more barefaced, a more challenging invitation or expression of want of confidence in a self-professed populist. Surely, Mr. Minister, in defence of the program and your populist image and reality, you will want to address in some meaningful way the serious funding responsibilities that are being left to that particular group.

Children's aid societies: again, the volume indicators in your ministry's 1981-82 estimates show some very worrisome things. Everything seems to point to the kind of stress I mentioned earlier. I know from my own experience there is nothing to lead me to believe that. The case load is up, the funding is less than is required, and the system is just literally bursting at the seams. I

can tell you it is going to be a lot worse if a lot of these demonstration projects are taken out of the picture as of the end of this calendar year.

In last year's estimates, projected figures were calculated upon the first two months of actual CAS operations in a variety of categories. For each category, your ministry estimated an increasing number of cases, foster homes and children in care. Your ministry projected a seven per cent increase in protection and prevention cases for 1980 and, as is reported in 1981-82 estimates, there has been a change in those figures.

The situation would seem to support the comments made by the executive director of the Metropolitan Toronto Children's Aid Society, Mr. Douglas Barr, on May 28, 1981, which detailed the situation that CAS is cutting back on preventive services and turning away families who ask for help. Mr. Barr noted that the society handled 966 preventive or voluntary cases each month in 1976 and that this figure had dropped to 650 by three and a half or four years later.

I believe my colleague the member for Scarborough West (Mr. R. F. Johnston) questioned you, sir, on this matter in the House in 1981, and I do not recall your answers as being entirely satisfactory at that time. The number of foster homes has decreased by three per cent, a total decrease of 184 homes, when the projected figure from 1980-81 ComSoc estimates was an additional 64 homes, not a decrease. Perhaps again this points to the comments made by Mr. Barr in the *Globe and Mail* of May 29, 1981, which detailed that the new group-home standards would limit the number of foster home spaces, at that time already in short supply.

**Hon. Mr. Drea:** Mr. Conway, I do not mean to interrupt you, but you made a statistical error. The volume is down and the number of employees is up.

**Mr. McClellan:** What page is it on?

**Hon. Mr. Drea:** It is on page 00982; I'll be glad to share it with you.

**Mr. R. F. Johnston:** Some of them are brand new cases.

**Hon. Mr. Drea:** Right.

**Mr. Conway:** Those are the kinds of statistical questions I would like to pursue with you.

**Hon. Mr. Drea:** The only reason I drew it to your attention is that one of your statistics on the number of foster homes is absolutely correct but the other ones are not.

**Mr. Conway:** All right. I did not bring my notes with me but I will double check. I must say that one of my assistants is responsible for a lot of the figures and I am presuming—

**Mr. Gillies:** Spread the blame.

**Mr. Conway:** Oh, I accept the responsibility entirely. I am struggling away here as best I know how.

**Mr. Gillies:** I wouldn't want to work for you, Sean.

**Mr. R. F. Johnston:** You are doing great.

**Mr. Conway:** Well, it seems to me it was worked for much less. It would be good news if the minister could claim that these decreases in the number of cases handled, the number of foster homes and the number of children in care were due to lower demand for these services or because the incidence of child abuse and disturbance had decreased. However, that is not generally the impression that I have.

A couple of comments about mental health facilities for children: I noted early in this year—I think it was back about January—the Ontario Association of Children's Mental Health Services noted that there were 2,000 children on waiting lists in 1980 for services provided by that particular branch of the ministry. Many of those 2,000 children have waited up to or over one year. Recently, I had my assistant check with the association and its response at that time—that is within the last 10 days—was that the situation has not changed in any appreciable way and that the waiting lists are still very significant.

I quite frankly found that incredible. It is not something I have had much past experience with—2,000 children on waiting lists, many of them there for 12 months or more, and many of them still there with no hope of immediate redress. I wanted to draw that statistic to your attention because, again, it disturbs me very much that that kind of case load is out there and that we are not dealing with it as effectively as the need would seem to indicate.

5 p.m.

I want to conclude by talking briefly about the elderly and home support services in a serious way. It is not directly involved here, but you are going to tell Roy McMurtry my feelings on the Popen matter, and I hope you do, because he knows them.

**Hon. Mr. Drea:** Just so that we understand each other, because it is by necessity a very formal arrangement, I will convey your remarks

from Hansard to him with a covering letter containing some remarks of my own in a covering letter of last June.

**Mr. Conway:** Will you please take something from me to the Minister of Revenue (Mr. Ashe) and the member for Oriole (Mr. Williams)? I saw a picture in the Pembroke paper over the summer that literally blew my mind. George Ashe came to town and John Williams was with him. And I thought, "In this day and age of restraint, what the hell is that pair doing here at some considerable public expense?"

I discovered that not only do we have a Minister of Revenue, but we are also paying that most interesting member for Oriole about \$7,000 or \$8,000, or whatever it is, to be parliamentary assistant to the Minister of Revenue. I cannot think of a more grotesque misappropriation of scarce dollars than to have a parliamentary assistant in that ministry.

**Mr. Chairman:** Mr. Conway, with all due respect to your concern about the misappropriation of funds, I think you should limit your comments to the statement made by the minister.

**Mr. Conway:** You know, \$8,000 or \$9,000 would do something to deliver direct assistance to a variety of social programs that are very constrained and underfunded. I note the conflict of interest, screaming as it must surely be from certain here present, all of whom find themselves attached in a variety of similar ways. And I don't doubt that certain protests would emanate from where they are now emanating, because clearly it is in the vested interest of certain people. But the idea that we have people expected to live—I mean, we're paying John Williams twice as much as some single-disability patient or some singly disabled person in this province.

**Mr. Chairman:** Mr. Conway, let me talk. I simply would—

**Mr. Gillies:** On a point of order, Mr. Chairman.

**Mr. Chairman:** Let me make a comment first about Mr. Conway's use of the phrase "misappropriation of funds" in referring to anyone's responsibilities in certain areas. I am sure there may be various opinions as to whether the activities of the members of the Legislature fulfil their responsibilities adequately or not,

but to accuse an individual member of misappropriating public funds in terms of a salary he's entitled to—

**Mr. Foulds:** I have a point of order, Mr. Chairman.

Interjections.

**Mr. Gillies:** On a point of order, Mr. Chairman: Whatever Mr. Conway's opinion of the member for Oriole may or may not be, for him to accuse him or his behaviour of being grotesque in his absence is whatever one's opinion might be of varying degrees of overstatement.

I might also point out to the honourable member that a number of us who are parliamentary assistants have rather onerous responsibilities. I, for one, administer a department that runs through about \$25 million a year with my \$7,000 allotment, and that is more administration than the member for Renfrew North ever had or ever will have to do.

Interjections.

**Mr. Chairman:** Mr. Conway, I think you have maintained a certain level of eloquence for the past hour in your criticism and in expressing your concerns about some aspects of the responsible minister. If you could continue at that level and maintain the eloquence rather than accuse individual members of the misappropriation of funds in terms of their responsibilities, we would appreciate that.

**Mr. Conway:** Mr. Chairman, with all due respect—which, of course, we all understand is something else in a parliamentary context and which in this case is quite appropriate—the point I made, and I will reiterate it lest there be any misunderstanding, was that I firmly believe it to be a grotesque misappropriation of public dollars to have a parliamentary assistant to the Minister of Revenue. I feel that very strongly.

**Hon. Mr. Drea:** What has this got to do with me?

**Mr. Chairman:** I think you have made your point, Mr. Conway. I think if we could continue with—

Interjections.

**Mr. Chairman:** Mr. Conway, I will say again: We would appreciate it if you could make reference to the estimates and to the ministry itself and continue.

Interjections.

**Mr. Chairman:** Mr. Conway, I have always admired your eloquence in the House, and I think you should continue by limiting your remarks. There is flexibility in the comments

from the opposition critics both in time and in content, but there is no sense in pursuing this. You have made your point concerning your reservations about a parliamentary assistant, and I think we can leave it at that. Please continue.

**Mr. Conway:** What are you guys paid now? Because my point was—

**Mr. Chairman:** They are paid the same salary you would be paid.

**Mr. Conway:** My point is that when you compare the rate we pay parliamentary assistants with the income maintenance levels under our social welfare legislation, I take very strong offence.

Let me say as well, Mr. Minister—to come back to our initial dialogue, happy and creative as it was—that I hope you will convey to the Minister of Revenue the concern of at least one member about the destabilizing, dysfunctional and totally confusing environment he has created with respect to this property and sales tax grant, because the senior citizens of my riding are just totally perplexed and they wonder what in hell is going on. I can depend on you, I know, to translate that concern.

I noted, by way of interest, Doug Fisher's column in the *Toronto Sun* today or yesterday—I think it was today. He wrote that one of the strongest charges you can make against the government of Canada—and, quite frankly, I think he's right—is its incompetence, its inability to deliver on programs, about which there is a fairly strong consensus in support and agreement.

I don't think there is anybody in this room who would deny that delivering assistance to senior citizens in need through the tax credit program and, I hope, the kinds of programs you are talking about is very worthwhile and laudatory. But it disgraces us all, quite frankly, to have this kind of incredibly shoddy, screwed-up mess that is everywhere as a result of this current initiative. I really feel very strongly about that.

I listened to the member for Sudbury East (Mr. Martel) talk earlier about the chronic home care program. I noted it in your comments. We have such a problem in my county and in much of rural eastern Ontario. We were told 18 months ago that we would shortly receive a chronic home care program. There isn't a word of the chronic home care program on the horizon. The beds in the hospitals are being cut continually.



We were told by the Ministry of Health on this whole question of providing services for the elderly that we should be getting a good community group together, forming a committee and making a request for a study, that funds would be available from the Ministry of Health for the study and that we'd then have a good look at what we really needed to do to provide these kinds of services to the elderly.

The committee is formed; they do all that was asked of them, and a letter arrives from the Hepburn Block, saying: "Sorry, friends, there is no money for your committee and no study. There will be no funds, no beds, no nothing until a needs study is entered into."

In much of my area now, and I can only speak to that in a personal way, there is a high degree of interest in and co-operation with the government's objectives in the provision of care to the elderly, because there is such an immediate need. Much of that goodwill is gone, and I don't blame those people for being uninterested to the point of being just fed up.

I'm not going to see them led down the garden path again. They would be the first to admit that a range of new services is in order. Unless we get that chronic home care program in place—and I personally believe that is the most immediate priority, since much of the province is not yet served by it—it is going to be very difficult to figure out who belongs where and what other related services are going to be called for.

**5:10 p.m.**

I note as well, and I mentioned it earlier, the Hospital Council of Metropolitan Toronto study, which talked about the bed shortages in Metro and how that was affecting a host of other related and backup services.

I must admit that during the election I thought the Baycrest performance was really something. I guess maybe the point is that we should have elections every six months or whatever. I thought in that respect that this election was somewhat of a throwback. I felt that the Baycrest performance really proved that Maurice Duplessis was not dead, that he and the parish pump were alive and well and as lubricated and active as they had ever been in Quebec in the 1930s and 1940s.

To see services for the elderly dealt with in that kind of way, saying, "Yes, Baycrest, you will get what you want in the middle of an

election," when before and, quite frankly, afterwards the screws seemed to be fairly well tightened on much of the province—

**Hon. Mr. Drea:** But not your riding.

**Mr. Conway:** Well now, it's mentioned, and I regret that you're not going to be there.

**Hon. Mr. Drea:** I will be there.

**Hon. Mr. Drea:** Oh well, that's good.

**Hon. Mr. Drea:** You're going to snip the ribbon with me.

**Mr. Watson:** Oh? Is that something new in your riding?

**Mr. Conway:** Yes, that's right. We have got something new, but a new—

**Hon. Mr. Drea:** That's hardly pump priming. It started a couple of years ago; it was based on priorities, needs, et cetera.

**Mr. Conway:** I didn't cite that as an example—

**Hon. Mr. Drea:** No. I know.

**Mr. Conway:** It's interesting that you allowed a charitable home for the aged—which, by the way, for people who may not be aware of it, is a building 100 years old and which for its last years of operation, as I recall, was in substantial violation of many of your fire and safety regulations and could not be brought into line with those.

Yes, that's something I'm sure the member for Chatham-Kent (Mr. Watson), the member for Lakeshore (Mr. Kolyn) and the member for Brantford (Mr. Gillies) would find amusing. There were days when I literally thought we would find ourselves with some kind of fire, or something worse, which would create an embarrassment and a tragedy that would be just unspeakable. And yes, I am very pleased that after a lot of work that situation was corrected.

The politics of that, by the way, went back to the 1977 election. It was dealt with then. I can argue the Baycrest case there if I wish, but I don't wish to, because I think there was a case of simply renewing 160 beds. We're not adding any beds at all; we're closing down a 134-bed home for the aged and a 27-bed nursing home. They are being put together, and we are simply funding a new facility there.

But the big election promise was made, as I recall, about May 1977. It was made in 1971 and in 1975. I am very familiar with various aspects of the development of that program. What I must say was of great concern to me was just what was going to happen if some day we found ourselves there with a very serious problem. I hope we don't find very many other buildings

that are 100 years old and in need of that kind of refurbishing and waiting this long for the funds to make it all possible.

**Hon. Mr. Drea:** You should also note that it would be open now except for a bankrupt rug contractor.

**Mr. Conway:** Pardon?

**Hon. Mr. Drea:** It would be open now except for the bankruptcy of the carpet contractor, which delayed it a month or two. I hope you don't hold me accountable for that.

**Mr. Conway:** I hold you accountable only for those matters that—

**Hon. Mr. Drea:** But you will join me in snipping the ribbon?

**Mr. Conway:** I will join you in more ways than that on that day, Mr. Minister, but we will wait until the sixth for that occasion.

As far as I am concerned, I think there has to be recognition that more community-based services are required at a time when we seem to be cutting them back in much of the province. There is no doubt in my mind that an additional number of institutional beds—chronic beds and some additional home for the aged beds—are badly required now. I hope you are able to talk your colleagues, Mr. McCague and Mr. Miller, into some easing of the purse strings to make some of that possible.

I have a comment on the recent Suncor purchase which enters into this picture, because one of the arguments that is always made is: "We can't find the money. How are we going to build new homes for the aged and get into these highly expensive social programs, for health, hospitals or whatever?"

In the community, there is a very high degree of attention and note of the fact that at least \$325 million has been identified from somewhere; I don't think we are sure yet where. It is going to be interesting—probably more than interesting—to find where the money is coming from in the next one to five years, given what Mr. MacEachen is saying in Ottawa about the flow of federal dollars to cost-shared programs in health, social welfare and post-secondary education.

**Hon. Mr. Drea:** In fairness to Mr. MacEachen, he has never said social welfare. That was interpreted when he said social spending.

**Mr. Conway:** The Treasurer has led with his chin on that. I hope we are not left in a more vulnerable position. When you read some of the speeches, some of the direct advice that has

been offered, one really wonders how the Treasurer might respond if, as and when certain things happen, because I cannot imagine anybody who has been more direct with the advice that may in the end be followed.

My concern is that over the next few years the provinces are going to find themselves very hard pressed, in a fiscal sense, to fund their most traditional and basic responsibilities. Just this past month, we have seen a major new departure involving a significant number of dollars, and I have a feeling that is going to create a significant amount of political hardship for people like yourself, Mr. Minister, in the social policy field who are being forced daily to defend things that you and the Minister of Health (Mr. Timbrell) know privately to be indefensible.

I used to say the best friend Dennis Timbrell ever had was this committee. Back in the days of minority government, I could hear the plaintive cry of the Minister of Health. On one occasion he came back to tell us that he had got an additional \$65 million, and on another occasion he came back and was all happy because he had another \$28 million. I do not think this committee would be right in taking all the credit, but I think this committee can certainly take a fair bit of the credit.

**Hon. Mr. Drea:** I don't think it was ever plaintive, Mr. Conway. I was there.

**Mr. Conway:** Now that all of us are open to the vicissitudes of majority government, it pains me to think about what we will be left with in the coming months. I really hope you are able to fight to save some of these programs, to keep your funding to at least the rate of inflation, to see to it that the kinds of basic income maintenance initiatives that have been undertaken can be sustained at a credible level and that you are going to be able to put in place effective home support services, many of which are lacking or so fractured as to not be as useful as might otherwise be the case.

I also hope you are prepared to admit that there must be the dedication of additional dollars to expanding certain aspects of the institutional sector. It is simply not good enough to talk about cutting back on the institutional sector and to expect a nonexistent or very troubled community-based sector to pick up where you have left off by cutting back in other areas.

These then are random thoughts about some of the aspects of your departmental administration. I expect to have some additional things to say about specific parts of the program. I want

to wish you well in your new job. I know your reputation, rich and varied as it is, as a friend of the average Ontarian. It is the average Ontarian and people below that average line who are feeling increasingly disenfranchised, increasingly burdened and increasingly friendless in terms of their relationship with the process. We have a substantial problem, a credibility problem with many of those people.

When I try on a daily and weekly basis to defend some of what is in our schedules, I cannot with any conscience do so, because I could not imagine for a moment being healthy and surviving as we are expecting many of our most disadvantaged in the province to cope.

**5:20 p.m.**

**Hon. Mr. Drea:** Mr. Chairman, I need about 45 seconds.

First, Mr. Conway, I would certainly hope you would join me, informally or as best you can, in co-operating. Regardless of what Mr. MacEachen does with the established program funding, there is room at the moment for the expansion of the parameters of the Canada assistance plan, which is wholly favoured by the Minister of National Health and Welfare and the whole Department of National Health and Welfare in Ottawa.

I presume, on the basis of your remarks that the expansion of those parameters would do much more for community funding, that you would be as helpful as you can be in whatever way you choose to do it. And I know you will.

Second, I did not think he would be here today, but he is; so I want to make it very clear that the member for Chatham-Kent (Mr. Watson), who is my parliamentary assistant, does an outstanding job. He works hard at it, far beyond what is expected of a parliamentary assistant, particularly in the area of homes for the aged. He makes a very significant contribution, not just to the ministry or to government, but right out there at the field level.

I am quite sure some of the remarks that were general, or perhaps were directed at a specific parliamentary assistant, do not apply in his case. I will not go into that, because it is really not the function of these estimates, but I want to make abundantly clear how important a role the member for Chatham-Kent plays in the ministry. I would have put that in my opening remarks, except I did not think he would be here today.

**Mr. Conway:** I want to respond on that point. I do not want to leave that impression. About

Mr. Williams, for example, I want to make it very clear that I do not think he should be the parliamentary assistant to the Minister of Revenue. I think he should be the parliamentary assistant to the Treasurer for revenue.

I think there is an important place for the parliamentary assistants—a relative few, I might add. Any parliamentary assistant who cannot stand in his place and answer for his minister without the concurrence of somebody else is not worth the powder to blow him to hell. I will add that.

I personally do not like John Williams; I do not like him very much at all. That does not have anything to do with my point, which is simply that I do not think there ought to be a parliamentary assistant to the Minister of Revenue, because I do not think there ought to be a Minister of Revenue either.

**Hon. Mr. Drea:** Mr. Conway, one last thing: Before I convey your remarks to the Minister of Revenue, is there any substantial difference between the remarks of today and what you said in the House some time ago? I can recall your observations at that time, but memory does fade over three or four months. Do you still want me to convey them to the Minister of Revenue?

**Mr. Conway:** About the tax grant?

**Hon. Mr. Drea:** Yes.

**Mr. Conway:** Oh, please. Then we did not have the implementation. Now we are all faced with the fact these poor old folks are wandering in by the dozens wondering what the hell they do with all this.

**Mr. Gillies:** I doubt that is all they are worried about.

**Mr. Conway:** Some people are honest.

**Mr. Kolyn:** The majority are.

**Mr. Conway:** Most people are.

**Mr. Chairman:** Mr. Conway, I believe you have made your comments on the minister's opening statement.

I would appreciate it if the likes and dislikes of individual members were limited to our own personal views. I do not think we should use the forum of this committee discussing the estimates to talk about our deep-seated feelings, neuroses, paranoia or whatever.

I would like to ask the official critic from the NDP to make his comments. Mr. Conway had about an hour and 15 or 20 minutes.

**Mr. R. F. Johnston:** We had already arranged that, Mr. Chairman. We had a little chat this afternoon, and he guaranteed that he would be



at least half an hour, and he was. As usual, he is a man of his word. I knew somehow he would last half an hour. I am pleased to see it. Good researcher, by the way. I compliment him on his research notes; they are excellent research notes. I do all mine myself.

Far be it from me to launch into this tirade against the grotesqueries. My God, it would be a dangerous thing indeed if I tried to list all the grotesqueries I see within the House and made comments on their economic values, but I am pleased to be able to participate today.

**Mr. Watson:** Welcome back from Chatham.

**Mr. R. F. Johnston:** Thank you. I have had a great time. I probably have received more press than you have had since you were elected.

I welcome the opportunity to join the debate, the harangue, or however we characterize these opening statements.

**Hon. Mr. Drea:** Discussion.

**Mr. R. F. Johnston:** Discussion. That is a very much more creative and positive word. I am pleased, as an opening remark, to pick up where you were leaving off with Mr. Conway on the established program funding dangers in terms of the problems with this ministry and the pressure—

**Hon. Mr. Drea:** No. I was talking about the Canada assistance plan.

**Mr. R. F. Johnston:** I am moving to that. He was talking about EPF and then you moved to CAP. One would have to see those as related, I would hope. It is disappointing to me to see that the budget for this ministry, within the overall pie, seems to be shrinking, maybe not an enormous amount each year but slightly every year, and losing its import, in my view.

I wonder if the minister would not agree that the danger of the established program funding cutbacks would be that they might be seen as a reason to further diminish the role of this ministry. I would hope that would not be the case. We would join in the battle with you, Mr. Minister, to ensure that does not take place.

I agree with you on the need to extend CAP funding. It seems to me that there are any number of programs we should be moving to immediately. Because I found it impossible to understand what this Suncor business is all about, given the ideological propensities of your party, I have a sneaking suspicion that it must have been to gain some sort of an accommodation with the federal Liberals through helping them with their energy plan to get some sort of a break through CAP or EPF or something. Do

you know anything about that? I am just wondering. There is gossip. Otherwise, surely it can't be to gain public control.

**Hon. Mr. Drea:** I find that totally bizarre.

**Mr. R. F. Johnston:** Yes?

**Hon. Mr. Drea:** Not even kinky—totally bizarre.

**Mr. R. F. Johnston:** That is good, because that probably means it is real, I suggest, given the kind of communication that exists between the two levels of government at the moment. If one were egotistical and looked at some of the new accomplishments in this statement as compared to even last year's statement, one might look at some of these and say you were listening to a few of the things opposition members were saying from time to time.

I will start off with autism, for instance. It seems to me that at the end of our estimates last year I had a mild little explosion about the failure of the government to put money into autism. I am very pleased to see the \$700,000 going in. I would appreciate some more information from the minister when we get to that section in terms of where that money is going and how it will be used.

I will leave the matter of the co-ordination of the services for the elderly for a minute or two. Since I have been raising that at every opportunity since my election, I am pleased to see some action, although I am very disappointed with what I see as the action. I am sure Sister Edna Dohm and the others at Sacred Heart Village in my riding are very pleased to see that this year's application for funding has been approved. Last year we had difficulty gaining that kind of approval. We are very pleased to see that.

One of my harangues when I was first elected had to do with homes for the aged spaces. We had been ignoring that for years. It is time not only to talk about community services but also to upgrade the services in the homes for the aged. It has been a pleasure to see we have money being put into that area. Although, when I look at what is actually taking place, I wonder just what is this notion of more home for the aged spaces. When I look at the statistics in your estimates, on page 60, I note that as of this year there will be no increase in the number of spaces for municipal homes for the aged. It says zero in terms of the change from last year.

**5:30 p.m.**

I presume, therefore, we are doing that little shell game of replacing spaces and not creating new spaces. God knows, there are a number of

homes for the aged around this province that need their spaces replaced, because they are very much out of the kind of condition needed to serve the population in those homes for the aged at this point.

But I also notice that there is going to be an increase of only 20 places in the charitable homes for the aged section, as I read this. That means we are not even creating new spaces there. All we are doing is replacing spaces. My God, how is that going to deal with the whole explosion of the elderly population and the concern we have been expressing that we have had no spaces at homes for the aged being built in the last five years? Now all we are getting is replacements.

My God, I cannot be happy about that. I want to know more from the minister during these estimates about what we are going to do to expand the number of spaces, and not just to replace spaces in our homes for the aged which are now inadequate for one reason or another.

I also would like to have some discussion with you as we go on further about the whole notion of the role of your ministry with homes for the aged. From the previous minister, we had a very unsatisfactory conversation about what the continuing role of this ministry was going to be with homes for the aged.

It was unclear whether there was going to be a major move either to privatization or to the Ministry of Health. Seeing that you seem to have lost out to Health in the matter of home support services for the elderly and disabled, if I might put my own values and interpretation on the changes to the act, I worry that perhaps we are going to lose the homes for the aged to the Ministry of Health too. Then they will end up as nursing homes and privatized, with the horrible double standard we have now for care of the elderly in this province.

The rest of us are supposedly covered in terms of our health care under the Ontario health insurance plan and are supposedly covered under free access to institutions. Yet our elderly in this province are expected to go to nursing homes and support private industry like Extendicare to do well on the stock exchanges.

I will be interested to know what your impressions are about the role of homes for the aged, because there is not much in this in terms of where they go and how they change. They have to change because the population is changing. It is much older than it was in the 1960s, when people in homes for the aged had

an average age of about 67; it is now somewhere over 80—82 or something like that. That requires a totally different kind of institution.

Our notion before, about having 50 per cent ambulatory people who would be part of our little community in that home and the idea of the home being what homes for the aged were about, is no longer really applicable, it seems to me. We have to look at how it is going to work and how it is going to fit into the continuum of care we want for the elderly and what role the institution plays in that. I would like to hear from the minister, as we go into this, exactly what we can expect in that area.

I will come now to the matter of home support services, because in my view it does tie in directly with the matter of institutional care. I have to tell the deputy minister that I do not have the list of promises made to me in our estimates the last time.

First, there was an apology for the fact that things were not as they had said they were going to be in the prior estimates, as I recall. Then there was a statement when we met last year that there would be this working paper prepared by October 22, I think it was, or something like that. I cannot remember.

The statement was that it would be prepared almost immediately and would be going to cabinet, the two ministries had been working well together and we would be seeing this document which would go out to all the social service agencies that were involved and perhaps even to the critics. Maybe even we would be able to share in that kind of information.

This would give us a guideline to what might be happening in this area. Then people would be able again to respond and participate in this. In this forum we would become a part of legislation. Have I misinterpreted something?

**Hon. Mr. Drea:** The only thing is the legislation; just let me make that clear. To get the federal sharing, we have to pass the enabling legislation that makes us technically the provider and Health our agent.

**Mr. R. F. Johnston:** I have no problem with that. I am just talking about the sequence of events now, Mr. Minister. I will come to the matter of the enabling legislation, because I understand why you are using that technique. I think we all understand. Have I misinterpreted, by the way, what—

**Mr. Carman:** I think there was a qualifying comment, Mr. Johnston: as far as can be foreseen to date.

**Mr. R. F. Johnston:** Oh, that was it. That is a lot of qualifier.

**Mr. Carman:** That is quite a qualifier, and you at the time said, "That is a very wise qualification," or words to that effect.

**Mr. R. F. Johnston:** Something to that effect, yes. But I do believe some of the particulars actually were promised; for instance, that a white paper would be prepared and presented et cetera. I believe I saw a copy of one of the drafts of that, dated October 22.

**Mr. Carman:** I understand you were fortunate enough to receive one.

**Mr. R. F. Johnston:** I do not know where it came from, but there it was on my desk. It was something like those Toronto Island people. I seemed to get one of those reports as well. There it was, and I found it interesting that what we are coming up with now is a piece of legislation, I presume enabling legislation, and the move towards the Ministry of Health taking over that particular homemakers section of this.

**Mr. Carman:** Do you want me to comment on that now, Mr. Johnston?

**Mr. R. F. Johnston:** No. I want to finish first, and then you can comment afterwards. I do not want to be interrupted, as I am just getting myself wound up here.

**Mr. Gillies:** The tape must be rolling.

**Mr. R. F. Johnston:** Yes, exactly. Once one gets motivated, one starts to get into the Conway school of oratory and nothing can stop one. The hands get going, and it is just an amazing windup.

At any rate, it strikes me as bizarre that what we have come up with is not a piece of legislation dealing with the nine acts and 13 programs. Instead, we have come up with one piece of enabling legislation dealing with two major sections at this point.

The whole notion of integrated service delivery finally would be coming about, this network of support services that would be available to disabled people and the elderly which we were all going to be able to discuss and help generate into a program that finally would provide the kind of continuum of care we had all been talking about as being important since the early 1970s and had been promised, I think first in 1976, by the former minister, Mr. Norton.

Instead, what we are coming up with is

something that is nothing like that comprehensive and has not gone out for discussion that I know about. I certainly have not heard about it. I am often left aside, I know, but it has not come to my attention as something I should be informed about in terms of the way this should be done or should not be done. What we have is recent enabling legislation because of federal requirements in terms of transfer funds and everything shoved over to Health for this particular operation.

I will want to know from the minister, as we go along on page 11 of his statement, just how we distinguish what will be done by Health and what will be done by yourselves in terms of delivery.

One thing I am interested to know about is the concept of eligibility of frail, elderly people. I want to know how we are going to come to that decision. Are we going to use the Health benchmarks, or are we going to be using preventive care benchmarks that might be more in tune with Community and Social Services kinds of concerns?

I really would be interested to know what this group is going to do out there in isolation with the fact that we are going to have it as a co-ordinated program through Health, when we have all the other home support services under all the other kinds of legislation that are still sitting out there, that are still not co-ordinated, as I understand it, that were supposed to be part of the white paper and that were supposed to be part of an enabling piece of legislation.

Why are we not seeing that now? Maybe I could get another promise this year about when we will see that white paper and when it will go out to the community for their input as to whether this is a useful thing. I would like to know—

**Mr. McClellan:** There are no promises any more. The election is over, and so are the promises.

**Mr. R. F. Johnston:** That is right. A majority government is here; so maybe I cannot expect that any more.

I am a little concerned about some of the things I wonder about here, because the network is very complex, as you know. What is the effect on this home support services thing? A specific example is the elderly persons' centres. What is going to happen to the elderly persons' centres under this? I notice they are getting less money this year than they got last year, I think. Did I notice that in the budget? It is about \$1.7 million. It strikes me it is less than it was last year.



What is their role going to be in terms of this service delivery? Because some of them are involved in this kind of service right at the moment, how are we going to co-ordinate it? Is Health going to move this off to some other area, and is this going to weaken the elderly persons' centres and their funding, which is already substantially weak?

When we talk about the vast resources that are going into this whole community services network, it strikes me as rather amusing that it looks to me like—is it \$158 million that is going into programs for the elderly? It strikes me, on reading the budget, that the vast majority of that is going into homes for the aged bed replacement. It is not going into the community at all if you look at the actual expenditure of funds. It is not going into this community services network. I would love to have a response from the minister on that.

**5:40 p.m.**

Although I am very pleased we are finally moving into this area, Mr. Minister, because it is so important, I am a little disappointed that (1) the process does not involve the community, (2) it is not as comprehensive as it should have been and (3) the funds that are being put forward are primarily again, I suggest, new funds going into institutional care.

**Hon. Mr. Drea:** Just on the elderly persons' centres, it has gone from \$1,567,834—

**Mr. R. F. Johnston:** That was actually spent, but—

**Mr. McClellan:** We go from estimate to estimate.

**Mr. R. F. Johnston:** Let's go from estimate to estimate. What was your estimate?

**Mr. McClellan:** That's a whole other argument.

**Mr. R. F. Johnston:** It was \$1.8 million last year, as I recall.

**Hon. Mr. Drea:** The estimate was \$1,821,000. There was \$1,567,834 spent. This year it is \$1,773,900 estimated.

**Mr. R. F. Johnston:** Exactly. I would presume from that not only that they were underfunded this year and did not receive what was available to them—God knows they have been underfunded for years, in my view—but also that we are now even lowering the estimate for them. It may go down to \$1,400,000; who knows?

**Hon. Mr. Drea:** We may do deficit spending—

**Mr. R. F. Johnston:** My God, I would be pleased to see some deficit spending, but I

would hate to see the agencies doing it, which is what happens normally. Our agencies are the ones that do so and are left high and dry.

Let's talk about a couple of other things, if we might. One is the whole question of income security. I am very concerned when we get into that early item in the estimates. I want to raise some very particular questions about this decentralization move that is happening. I have run into a number of concerns about this whole process from people who are service deliverers for you at the moment. I understand that certain aspects of it have been lauded by groups around the province. I have been receiving copies of letters to you about that. Certain aspects have been attacked by those same groups and, of course, I noted those things more than I noted the laudatory ones, because that is my job as opposition.

I see why you have broken the groupings of recipients down into the various categories, but I am very concerned, Mr. Minister, that this will set up double standards of one quality of assistance for one group and another for another, especially as the family benefits group moves into the category of being under municipal control.

I am afraid they will then be seen—you used an interesting word on that; you called them "able-bodied," which most of them are, of course. On page three at the top, talking about family benefits recipients, you said: "This group is composed of able-bodied recipients or spouses who require various support services in order to leave a life of social assistance behind them."

I agree that all of them, especially the family benefits women with whom I have worked over the years, would like to leave a life of social assistance behind them, and I agree that is a great goal for them. But many of them are not in a position to leave that life of social assistance at this point and, in my view, need increased support to maintain themselves, as the member for Renfrew North was saying earlier. In many cases they are living at levels that are probably on the line or below.

With that kind of a statement of intent, when this is shifted to the municipal level, a municipal level that obviously has been trying anxiously to reduce its welfare role, I am concerned that pressure will be put on to move them from social assistance rather than seeing that they receive adequate social assistance and the kind of day care and other support they require.

I also would like to have from the minister, if I could as we go through, some breakdown of the

case loads at present in terms of the number of people in each of these various categories we have and, in terms of the general welfare recipients, perhaps some idea of how many of these people are actually accident victims and people who have—

**Hon. Mr. Drea:** I'm sorry; I missed a word there. What kind of—

**Mr. R. F. Johnston:** Accident victims—not just able-bodied people who are available, but people who have been through a major illness or a major accident and are not really in a position to be able to return to work. I would just like to have as good a breakdown of those groups as we could possibly have.

I have been very concerned about the distinction that has been made in terms of funding in recent times between the family benefits groupings and the general welfare groupings in your announcement of the \$70 million, Mr. Minister. It strikes me as a very unfortunate move. I find the eight per cent increase, in general, inadequate and maintaining people below the poverty line. I cannot help but be concerned that, as a government, you would be seen to be in the position of sustaining poverty rather than aiding people out of poverty.

When I look at the situation for single people in Toronto on general welfare at the moment, I notice they are existing at—I will take a lower poverty line than the member for Renfrew North (Mr. Conway) did—36.8 per cent below the figure of \$5,472 established this year by the Canadian Council on Social Development; and they are existing at below 42.3 per cent of what the Social Planning Council of Metro Toronto developed as a list of the required budget for single persons who live in Toronto at this point.

It seems to me to be totally outrageous and totally wrong that these people would not have received the kind of increase that is required to bring them at least closer to the poverty line. If you look at the cost of living increase since 1975, it has been 77 per cent. If you look at what you and your predecessors have given these people, it is a 34.5 per cent increase. Not only were they living in poverty before, but also they are sinking farther into it, Mr. Minister. They are not getting close to getting out of it.

I think there is a major need for an explanation from this government as to why it feels that is satisfactory. I do not feel the way you have approached it in your opening statement addresses this matter at all. I am hoping we will get into a very serious discussion of that as we proceed through the estimates.

I also would like some information about the fabled program of initiatives to get women, family benefits recipients primarily, as well as disabled people, off the social assistance program, the Win program, and to get them out into the community. Although one might be pleased that from last year to this year there has been an enormous increase, the fact is that the program really didn't develop until this January.

Statistically, one would say that having one per cent of the recipients taking advantage of a program that is designed to get them off social assistance makes a bit of a mockery of that statement on page three that it is the role of the assistance people to get them out of the welfare syndrome, if you will.

I would like to have some information from you, because it is not in the briefing book, as to who those people are, some sort of breakdown of how many of them have gone on to the program and then had to leave it because it wasn't satisfactory and some general information as to whether these people were primarily family benefits women, how many of them were disabled.

I don't feel that program is a success at all and, when we get into that particular section, I would like to draw attention to some of the very regressive parts of that program, Mr. Minister.

It strikes me as bizarre that in this statement of yours there is almost no talk about day care at all. It strikes me as strange, because I thought we had gained some understanding with the ministry about the importance of day care, although on matters like infant day care I was never really clear that the previous minister did accept the need for that kind of program. But with the initiatives that were announced last December, I thought we gained some idea that this ministry was going to move forward.

A week or so ago, 10 days or whenever it was, when I asked in the House about the situation in regard to these initiatives that were supposedly being taken, I was disappointed to hear almost no response; and I have heard nothing since. I was presuming that occasion might have been taken in the estimates to resolve some of this screwing around that has been going on in the last little while—

**Hon. Mr. Drea:** Mr. Johnston, in fairness to all the members who were there when you asked your question, I tried to get up on Thursday, but unfortunately, because of some action in the House, I didn't. It is a matter of record that I tried to get up on Friday.

**Mr. R. F. Johnston:** To give a statement?

**Hon. Mr. Drea:** No. To answer that question. I tried to get up this afternoon. Of course, those things are in the hands of the Speaker. I shall do everything in my power to get up tomorrow, and I shall answer that in the House. I don't think it's really proper to answer it in committee, because there are other people in the House who might very well be interested in the answer.

5:50 p.m.

**Mr. R. F. Johnston:** I would be pleased to have that answer. There is always the possibility of using ministerial statements to get on. I gather you are pretty well guaranteed to get on if you wish to.

**Hon. Mr. Drea:** Mr. Johnston, in fairness, there has been a tradition here that a minister can usually rely upon the question period, if the answers are not too involved, not too long, and if it is an answer to a question asked previously. I am not going to comment on it. Because of certain activities during the one-hour question period, in the Speaker's view, it has been impossible. If I have to go to a ministerial statement, I will.

**Mr. R. F. Johnston:** I do not mind which way you do it. I would just like an answer.

I still think on this whole matter that there is nothing in here about day care, except the passing reference to communities providing day care. It is of great concern to me, because it seems to me that day care is continually being sloughed off as a social welfare issue. It is totally being sloughed off as something that should be available either to people who can afford it and buy it on their own basis or to people who are incapable of affording it and, therefore, we go for subsidized spaces and we fight now and then to try to get more and more subsidized spaces.

It is a very important, much broader issue than that, in terms of children's rights: their rights to have that kind of developmentally sound assistance at that age, their rights to have preventive programs for finding learning disabilities at an early age and, most important, in terms of the right of women and families today to have two people out there in the work force, because they have to have two people in the work force.

Women should have the right to choose to work if they want. If you want them to have kids, then you are going to have to provide services for them. That is the basic economic issue this government should be facing. It is an economic tool to allow women to work.

Yet while there are something like 60 per cent of women of child-bearing age in the work force, we have a tiny percentage of kids actually covered by day care in this province. People are going out and taking anything they can get in terms of some kind of assistance, because they have to work. It is not a matter of choice.

I used the example last year about my sister having to work. She applied for her infant care two weeks after she knew she had conceived. She only knew she could get infant care, which she was paying for in this city, by the way, two weeks before she had to go back to work, if you can imagine it. Before that, because she had to go back to work, she felt her only option was going to be to leave her new child with somebody who couldn't speak English and with whom she, as a new mother, could not even communicate.

I would like to know what the hell we are doing with infant day care. Whether you are going to make it in a ministerial statement in the House or as a response to a question or you are going to tell me here, we need to know.

Finally, you came through with some bucks. You said you are going to have \$450,000 for infant day care. When I asked that question, my information was that you did not have any money allocated at all for that. You may have scrambled around since, because what I have been hearing from your group is that it has become very active since I asked that question. I am very pleased that worked to get them scrambling around and doing something.

**Hon. Mr. Drea:** Please.

**Mr. R. F. Johnston:** You will have a chance to reply to this. I guess I only have—

**Hon. Mr. Drea:** Maybe you are the one who circulated the rumour that Management Board was cutting it down. I am on Management Board. That is how ridiculous that rumour is.

**Mr. R. F. Johnston:** I was just saying that, as I understood it, you had not passed your guidelines at that point. We were talking at that point only about capital construction, and you had not passed your guidelines for applications for the capital construction component. I got that from somebody in your ministry. If you want to deny that your ministry people are telling me the truth, fine. I have information that almost nothing has happened in that sector over the last number of months, and it has been because of total incompetence from some individuals involved.



**Mr. Gillies:** Mr. Chairman, are we here to discuss rumour or estimates?

**Mr. R. F. Johnston:** Go to Brantford, God damn it!

**Mr. Chairman:** Continue, Mr. Johnston.

**Mr. R. F. Johnston:** It is a serious matter, and flip comments like that are not any help at all.

**Mr. Gillies:** It wasn't a flip comment. You are just going on and on about speculation. We have a very large estimates book to get through.

**Mr. R. F. Johnston:** We do, and I have the responsibility for my party of criticizing the government for what they are doing or not doing. We received promises 10 months ago that we would have action in these areas, and we have not seen one iota of evidence that there has been any action. Now the minister is telling me he is going to reply to me at the appropriate time in the House when he can get on, when the Speaker feels it is appropriate. I am saying, "I haven't heard yet, and I want to know."

**Mr. Gillies:** The point is made. I just wonder how much time is wasted in pursuing this when there are any number of factual matters that could be addressed at this level.

**Mr. Chairman:** Mr. Gillies, Mr. Johnston's comments are in order, and I would appreciate it if we could continue rather than soliciting responses from the minister now. I am sure he is recording your questions and will have a response.

**Mr. R. F. Johnston:** I am hoping he is as well. It strikes me that a number of those initiatives were by themselves inadequate. We will go into them in detail when we get the information back from the minister.

I would like to know what your response is to the plea that has been brought before you of late through people who were demonstrating at the Legislature for a movement into direct grants. I would like to see that addressed in terms of your comments at some point during this period. I am talking about universally accessible day care. I understand there are differences on that, and I understand how long down the road that is, but the notion that has been presented about direct grants is something I would like to hear about from the minister.

I also would like to know what you feel and what your impressions are about the need for initiatives in 24-hour day care, especially for infant relief for parents. I would like to have some feedback from you through your ministry, if you are getting the same information I am;

that is, that there is a major crisis at the moment in terms of private providers. Fewer and fewer people are willing to do that private provision of care within their homes.

There was a recent conference in Toronto, to which I think the minister was invited but was unable to attend, that I attended. A number of people in the day care field were talking about this whole business about people stepping back from the private provision of care in their homes.

I want to know if the same kind of information had been coming to the minister. That information was based on the fact that women could no longer afford to stay home and look after two or three kids and set them down in front of the TV or whatever the inadequate day care was. That source was drying up, and the need for more and more institutional or charitable organizations was going to be increasing over the next little while.

If I only have two minutes, I don't want to get into something—

**Mr. Chairman:** Do you plan to continue tomorrow, Mr. Johnston?

**Mr. R. F. Johnston:** Yes, I will be continuing tomorrow. Let me give notice of some questions to which I would like some response on one matter and then we can wrap this up.

The matter is the Social Assistance Review Board. This year we do not have in the briefing book the kinds of cases that have been dealt with by the board. We have the numbers, as usual, but we do not have any notion of the quality rather than the quantity. I would be interested in having some sort of breakdown of that.

You have recently been lobbied, I gather, by a group about the Social Assistance Review Board and the way it operates. A number of concerns have been raised with you, and I will raise those same concerns and get your responses, I hope, during the estimates in terms of some of the things that have been brought to your attention.

I think I had better leave the others because of time constraints, Mr. Chairman.

**Mr. Chairman:** With your agreement, we will adjourn this meeting and continue with Mr. Johnston's comments on the opening statement by the minister. We will meet at the same time and same place tomorrow.

The committee adjourned at 5:58 p.m.

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**SPEAKERS IN THIS ISSUE**

Conway, S. G. (Renfrew North L)  
Drea, Hon. F.; Minister of Community and Social Services (Scarborough Centre PC)  
Foulds, J. F. (Port Arthur NDP)  
Gillies, P. A. (Brantford PC)  
Johnston, R. F. (Scarborough West NDP)  
Kolyn, A. (Lakeshore PC)  
Martel, E. W. (Sudbury East NDP)  
McClellan, R. A. (Bellwoods NDP)  
Ruprecht, T. (Parkdale L)  
Shymko, Y. R.; Chairman (High Park-Swansea PC)

**From the Ministry of Community and Social Services:**

Carman, R. D., Deputy Minister









No. S-15

# Legislature of Ontario Debates

## Official Report (Hansard)

**Standing Committee on Social Development**

Estimates, Ministry of Community and Social Services

**First Session, Thirty-Second Parliament**

Tuesday, October 27, 1981

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

**Tuesday, October 27, 1981**

The committee met at 3:55 p.m. in room No. 151.

### ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES (continued)

On vote 2901, ministry administration program; item 1, main office:

**Mr. Chairman:** Mr. Conway, your appearance at the meeting is of great importance today because now we can start our meeting. I call the meeting to order.

I have been informed by the clerk that there was an informal discussion about the time of the meeting on Wednesday and that there is a preference for two o'clock rather than one o'clock. Do you want to make this a regular thing or is it just for this week? Is there a motion?

Mr. Dean moved that meetings should begin at two o'clock on a regular basis.

Motion agreed to.

**Mr. Chairman:** We will start the meeting at two o'clock this Wednesday and every Wednesday for all the estimates.

Mr. Johnston, I believe you had started your comments on the minister's statement and are planning to pursue them. I believe you will be leaving this committee at 5:45 p.m. Is this an indication that you will be speaking until 5:45 p.m.?

**Mr. R. F. Johnston:** No. Even you people don't deserve that kind of entertainment.

**Mr. Chairman:** All right. Let's begin.

**Mr. R. F. Johnston:** I just don't know how I'm going to attain the heights I was at when I left off. The adrenalin was moving at such a rate that my colleague was fearful for my—

**An hon. member:** Sanity.

**Mr. R. F. Johnston:** My sanity, yes.

The last thing I was doing was asking some questions about the social assistance review board and hoping that you might come up with some information on that. I think we will come back to that when we come to the first vote, because that's when that section comes along.

I would like to move on to the whole area of

the special needs agreement that the ministry entered into last year and raise some concerns about that. When the matter was raised by the ministry we were under the impression that there were several reasons behind it, some of which have been listed on page seven of the minister's opening statement, such as: encouraging the involvement of parents, providing funds for additional services, et cetera.

There is also another major one that I recall from the first notice which came around to us all. For a number of us that was the reason we found it acceptable, or found it to be something we should not combat; it was also one of the reasons why the Ontario Association for the Mentally Retarded and several parents' groups were under the understanding that this was important. It comes down to the fact this was a mandatory requirement of the federal minister in terms of the cost sharing.

I refer you to a document—I don't have the date on it, unfortunately; it's one I have had for many months now—about the special needs agreement, services agreements and parents' contributions, in which it states that the first objective of the agreements is to encourage the notion of the parents' responsibility and the second is to meet the federal requirements for cost sharing so as to generate additional revenue for Ontario. This was, as I recall, a ministry document.

Recently the member for Port Arthur (Mr. Foulds), raised it as a question in the House. I think it was one of the days you were in Quebec. At any rate, the Provincial Secretary for Social Development (Mrs. Birch) responded to the question—somewhat unsatisfactorily, in my view. It is interesting that no other province seems to have joined this program at the moment, and I hoped that the minister might explain to us in the course of his response to my comments what is going on at the national level and why it is that other provinces are not participating in this program.

Is it something that is required in order to get this money? Does this mean that other provinces are not getting extra money for developmentally handicapped kids to assist them in scheduling programs around those other provinces? Is this

something we have for some reason or other been euchred into by the federal government, and we are now asking parents to pay for something while other provinces are not requesting parents to participate?

The other thing about this that has concerned me from the beginning—I just state this as a commentary—is the first idea that somehow taking money from parents is going to encourage a sense of responsibility and a sense of involvement with their children. I would just question this as a philosophical approach. It doesn't strike me that asking for money from parents who have developmentally handicapped kids adds to their sense of responsibility. It seems to me that it may add another burden and another notion of guilt, which I hope we would not want to see done.

I've had letters and I know that the members for Algoma (Mr. Wildman) and Port Arthur (Mr. Foulds) have had letters from parents who are concerned about that side of things. They say, "We are contributing; we are trying to spend as much time as we can with our children in these institutions, and we don't feel it is fair that we should also now be asked to participate in this \$40 to \$90 range, depending on income."

**4 p.m.**

That brings me to the next comment about the program. I have some concern about the cutoffs for the income levels. I wonder if there is any notion at all of making this more progressive rather than having this system. I forget, is it \$40 up to \$19,000 of income or is it \$17,000 where it shifts up?

**Mr. Carman:** Mr. Chairman, I don't recall the figures, but I do recall that after the comments Mr. Johnston's colleague made in the House last year, we did adjust the income test and we could get that information.

**Mr. R. F. Johnston:** So there is now a graded scale. I don't believe we have received any information to that effect since then.

**Mr. Chairman:** Thank you, Mr. Carman.

**Mr. R. F. Johnston:** I would really be interested to get some more information as to just what the other provinces are doing in terms of this program. I would also be interested to know what's happening in terms of the other side of things, assistance to families who have their handicapped kids at home, with regard to how that's working, who's participating, what sort of money is going into it and—

**Hon. Mr. Drea:** Identical.

**Mr. R. F. Johnston:** Identical? We have a situation where a number of them are not participating at the moment. The latest information I had was that the parents of 950 children had signed and 130 had refused to sign or could not be reached. I would be interested to know how that process is going, because it was the hope of the ministry, I know, that the full body of parents would have been participating—about 1,500 children, something like that. I would like some information on that as we move into that angle of things.

I also wanted to follow up on some questions that have been coming up in our human rights considerations in resources committee to do with the rights of people to remuneration when they are working in the sheltered workshop situation. I know that whole matter was under some kind of study by the ministry to determine whether or not we should be moving to the minimum wage or what kind of formula would be coming up. That has come up continually in human rights in terms of the notion that just because somebody is disabled he should not be discriminated against in employment.

Therefore, I think it's important that we get some idea of where matters are on that. I was disappointed that there was no discussion of that in the opening comments.

**Hon. Mr. Drea:** Well, it's really under the Ministry of Labour.

**Mr. R. F. Johnston:** But you have been involved, as I understand it, in the study of it. I was just interested to know how things are going with that, because they are your sheltered workshops.

**Hon. Mr. Drea:** The study is going on, but the determination will eventually be made under the law by the Ministry of Labour.

**Mr. R. F. Johnston:** But I presume as—

**Mr. McClellan:** You can't do that in isolation from the stuff that you're doing. You have the workshops. You can't do that in isolation from your program unless you are putting your program in his ministry.

**Hon. Mr. Drea:** No, but a determination has to be made as to whether it is under the Employment Standards Act; and if it is, then that settles the question.

**The Vice-Chairman:** I don't wish to be too rigid, but Mr. Johnston has the floor.

**Hon. Mr. Drea:** I just wanted to point out which ministry has that responsibility.

**Mr. R. F. Johnston:** I just want to make sure that there is an understanding that there is also a responsibility from your ministry towards the programs that are operated by your ministry at the moment.

**Hon. Mr. Drea:** Sure.

**Mr. R. F. Johnston:** I have one other area of concern in the whole state of affairs in deinstitutionalization at the moment, again in reference to developmentally handicapped people. I am a bit concerned about some of the projects that I understand are coming before you, like Project 81, as one example I would raise, which seems to be a move back to the notion of having institutional care. Even if it is a small institution of 32 beds or whatever, it seems to be the kind of project that is encapsulating the handicapped person within the institution and not promoting his interaction with the community, which has been the major thrust of the ministry for the last number of years.

Then you place that in the context of the rumours—and that's all they are—about the D'Arcy Place situation in Cobourg. There you have 150 potential residents: perhaps 44 of them are hard-care or difficult-care people, who do need major attention; the others, perhaps, might be major candidates for a deinstitutionalization program.

I wonder what the ministry's thinking is on that. I gather that the Ontario Association for the Mentally Retarded in a recent meeting decided that they are not in favour of Project 81—

**Hon. Mr. Drea:** Not to my knowledge.

**Mr. R. F. Johnston:** That was my information from last Friday.

**Hon. Mr. Drea:** My information last Sunday, which I didn't solicit, was not that, but we will discuss it.

**Mr. R. F. Johnston:** I would just like to know where it's going, because it seems to me that we have to be co-ordinated in our planning in that area. I am personally biased against the notion of going to mini-institutions. I think some of the examples we have seen in the United States of America indicate that even with very difficult-care cases the experience in maintaining somebody in the community or even in a private home with major assistance has been good, and that flexibility in the use of foster homes or apartment dwellings has been working very well in the United States. I would be interested to hear your comments on that, Mr. Minister.

When we get into that in detail, I guess we will

also get into the situation of Ongwanada. I would like some comments about that. I understand that it's not entirely within the purview of the minister at the moment.

I was also interested in the lack of comment in the brief about French language services within the ministry. I was hoping that in the opening statement we might have seen more commentary on the services for Franco-Ontarian kids. I wonder if we can have some kind of update during this session before the committee about the situation now for group homes in northern Ontario, such as where they are and what's happening, what's going on with foster homes. Are we having difficulty in northern Ontario finding foster homes? What kind of alternatives are you coming up with?

Are there any emergency hostels in the north for abused francophone women? Are there hostels for francophone men in northern Ontario? What is the overall situation? I'm quite concerned that something which has been raised by Franco-Ontarians and by me has not been addressed directly in the opening statement by the minister, so I hope to have some feedback from you on that.

On the mental health centres there was some comment in the opening statement about the possibility of a change in funding proposals. I welcome any change, because at the moment they do feel that they are under heavy constraints. The member for Renfrew North (Mr. Conway) raised the matter of the waiting list in his comments. I presume you will reply to that.

I would like to know where the ministry stands on the question of the need for medium-security facilities for mentally ill youth in the province. I know that several members of your staff in the ministry have been very helpful to me recently in regard to the case of a young man who was kept in an adult psychiatric section of the Peel Memorial Hospital. He is only 14 years of age, is autistic, has been diagnosed as developmentally handicapped and is fairly violent. He has been in this inappropriate location for quite some time now. The interministerial group you have that looks at these things is having great trouble finding an appropriate placement for this boy. At one point it looked as if he would end up either in—

**Hon. Mr. Drea:** It is solved.

**Mr. R. F. Johnston:** Oh yes, I know it's solved, and I am in the process of praising the ministry for coming up with a solution. But I think—

**Hon. Mr. Drea:** It was not for him. I think that's very important.

**Mr. R. F. Johnston:** Pardon?



**Hon. Mr. Drea:** It wasn't just the one placement. In his case it was the one placement, but there is now a program.

4:10 p.m.

**Mr. R. F. Johnston:** I guess that's what I want to follow up on. I will just go through the process a bit for the committee, to let them know the kinds of problems the ministry was running into. It was difficult to know whether or not he should be sent to some place like Huronia Regional Centre, where there was sufficient security but an improper kind of treatment; there was some concern about the possibility that he might go to Whitby Psychiatric Hospital for more of a mental illness overview to his care, again with security, and that was seen to be inappropriate.

We hope that this boy will be able to reinvolve himself properly in society at some point, and that what is needed is a smaller facility not with maximum security but with medium security. Therefore, the placement was finally agreed upon for Thistletown Regional Centre, although at several points during the whole process of trying to find an appropriate placement that did not seem to be appropriate. I am pleased that's—

**Hon. Mr. Drea:** Okay, but the reason for the inappropriateness was that the program at Thistletown was temporary rather than long term.

**Mr. R. F. Johnston:** Exactly. Oh yes. Maybe I should have made it clearer that we do have the possibility of having people at Thistletown on a short-term basis, or have had on a short-term basis; but this was a boy who may be in for nine months, a year, maybe longer—no one really knows. It is this need for a long-term medium-security facility with backup that seems to be a gap in the network at the moment.

I'm pleased to hear that a program is now being developed at Thistletown. I would like to know how big it is going to be, how many people will be able to be involved in it. What do we know at the moment about the number of kids who are difficult to place in this age group? Is one placement area in Thistletown going to be adequate in this province? What should we be looking at in terms of a regionalized breakdown of that?

It's the first time I had run into that sort of gap in the network, and I was pleased with the way your interministerial group came together on the problem and worked together to solve this one individual's needs, but I would be very interested to know what the ministry has planned,

and I don't see anything mentioned about that in the opening statement. Therefore, I thought I would raise it as one of the things that's of concern to me in terms of the planning process.

**Hon. Mr. Drea:** Why don't we raise it under the autistic matter? I know it's not the same, but it might flow from that.

**Mr. R. F. Johnston:** It could. In fact, one of the problems of this boy, of course, is the matter of whether he is autistic, developmentally handicapped or mentally ill. What's the mix? The multiple handicaps become the major difficulty there—

**Hon. Mr. Drea:** Why don't we discuss it under autism? I think in the end, the primary determination was autism.

**Mr. R. F. Johnston:** Okay. The other thing I wanted to move into was the whole matter of child abuse and children's aid societies. I was reviewing the news reports of the Allen report on the Popen case, and in my view it's absolutely horrendous and unforgivable that this man, in a position of power and—I gather, before being given this job—of good renown in terms of the kinds of things he could do, has been allowed to let this thing drag the way it has for over two and a half years, or whatever it has been now.

The fact that he has been released from his duties on the bench since last May was a positive move by the Attorney General. Yet, as we learned from you yesterday, it looks as if we aren't going to get anything from this guy until the end of the year, and I'm frankly at the point where I'm beginning to think he has a mental block and is incapable of putting down on paper whatever he is able to report on this whole matter. I don't know what we do about this, because to have him taken off the case at the moment and have the whole thing fall apart would be ludicrous and very dangerous, but it seems to me that the situation is having a very bad effect on the whole field at the moment.

Children's aid societies, as you know, are feeling threatened in terms of their workers and their sense of responsibility. The recent Brockville case puts their workers very much on the line in terms of their legal responsibility for keeping an eye on potential abusers. At the same time as the very integrity of the children's aid societies is being challenged in that way, we have this damn report, which will supposedly give you guidelines on top of what we already have from the report in 1978, sitting out there and just dithering away. I don't know what to say, except that the whole thing is totally regrettable and shameful.

At the time of the case of the young child here in Toronto just last year, I asked whether or not there was any possibility that the ministry might endeavour on its own to make a study of the situation across the province. At that point you said you hoped this report would be coming in, et cetera. I guess we all hoped it would be coming in at that point.

Now I wonder if we are ever going to see the darn thing and if maybe it isn't time to have the ministry undertake a major review of the whole network in terms of child abuse. I can't help feeling that when you see the statistics on the number of kids who are being abused, when you see some of the jail sentences that have been given in one or two cases for some horrendous crimes, in my view—and I know that the way the Criminal Code interprets this is a federal matter and not a matter for you to determine—it's really vital that we take this matter as seriously now as we did a few years ago when the whole Popen case blew the lid off things.

I'm concerned that our one major agency, which is intervening and trying to help in this situation, feels that it is under real attack at this moment and that it is out there totally on its own developing all the worst fears and with the kinds of pressures it is undergoing.

I wonder how we are co-ordinating all of this. I would like some information on what is happening with Herb Sohn's section. I have seen press reports saying that it's down to just him and one other person and that whole area is going to be dismantled—

**Hon. Mr. Drea:** Excuse me, are you through with the Popen inquiry? Are you going on to something else?

**Mr. R. F. Johnston:** Well, I want to keep it all within child abuse, though, for my concerns.

**Hon. Mr. Drea:** Well, no, but with your specific remarks?

**Mr. R. F. Johnston:** I was not going to say anything more about Popen.

**Hon. Mr. Drea:** For the sake of expediency, I will put your remarks together with Mr. Conway's remarks. While once again it is not under my control—certainly far beyond it—it is my information as of today that—I am just talking to you in broad terms about the production of the report—there has been a county court date assigned for Mr. Annals Popen. As you know, the results of his first trial were turned aside by the court of appeal. The reason I draw that to your attention is that—I'm sorry, the county court there resumes November the sixth, okay?

—it's our information that other cases are scheduled before this one and that the actual date will be set, I guess, in the next week or so, whenever they get down to setting fixed dates for trial.

**Mr. R. F. Johnston:** Yes.

**Hon. Mr. Drea:** I bring that up because one of my concerns is that if the fixed date for trial is set some time in the future and if the report is available I think it only fair to caution the committee that it may be the finding of the Ministry of the Attorney General that this report not be released until the completion of that trial. That's another—

**Mr. McClellan:** Assuming that the report is written.

**Hon. Mr. Drea:** Pardon?

**Mr. McClellan:** Assuming that the report gets written, which is an increasingly flimsy assumption.

**Hon. Mr. Drea:** Well, no. Mr. McClellan, I don't know where the report is, as you know; I have to go through the Attorney General just as you do. But what I am saying to you, Mr. Johnston—

**Mr. McClellan:** No, I understand what you're saying.

**Hon. Mr. Drea:** I am just pointing out that I don't want anybody to be disillusioned when suddenly in December or so there is word—as there constantly seems to be—that the report is ready, and only then do we find that it cannot be released, because it might impair the—

**Mr. McClellan:** If it were ready and sub judice that would be fine.

4:20 p.m.

**Mr. R. F. Johnston:** Then you could have it released and your people can—

**Hon. Mr. Drea:** No.

**Mr. R. F. Johnston:** You can't release it?

**Hon. Mr. Drea:** The Attorney General (Mr. McMurtry) has it and he may choose to—

**Mr. McClellan:** Everybody understands that scenario. What we do not understand is the present one.

**Hon. Mr. Drea:** I will convey your remarks but this keeps coming up and, in fairness, here we go again. That may or may not occur. Mr. McClellan may be quite right.

**Ms. Fish:** I have a supplementary on this point.

**Mr. Chairman:** I do not know whether we

should continue and develop this into further questioning. Mr. Johnston, do you mind if somebody asks a supplementary?

**Mr. R. F. Johnston:** Just so I can come back to it.

**Ms. Fish:** It is a supplementary by way of comment. I think the committee is extremely concerned as I know you are, Mr. Minister, to ensure that report is completed. If it is sub judice, that is fine, but I would hope you would convey to the Attorney General in the strongest possible terms the strong wish of this committee that he do whatever is necessary to ensure the final production of this report so that it is at least completed.

I might also suggest you urge the Attorney General to examine the report closely to determine, even if a trial date is set, whether the entire report would be considered sub judice or whether there might be some findings or some aspects of it that would assist you in considering this matter which might perhaps be released and available for consideration and action.

**Hon. Mr. Drea:** If it is the wish of the committee, what I might do—and I do not know whether it would be ready in time for tomorrow—is file with the clerk a copy of my letter.

**Mr. R. F. Johnston:** I wonder if I can encourage my colleague and others to allow me to finish my remarks.

**Hon. Mr. Drea:** I did not mean to interrupt.

**Mr. Chairman:** I want to reinforce, Mr. Minister, that I think it is the feeling of the committee that you proceed and communicate this concern to the Attorney General.

**Hon. Mr. Drea:** And you would like the letter filed with the clerk?

**Mr. Chairman:** Yes, as soon as possible.

**Mr. R. F. Johnston:** I wonder as well, just to avoid this interference, Mr. Minister, whether you might make a note of the things I am saying and respond at the end. That might keep Mr. McClellan out of it. He has been doing this for so many years that he just cannot stop himself. He overwhelms one.

**Hon. Mr. Drea:** I don't know. If I were running for high office and needed every vote I could get, I think I would put up with him for a while.

**Mr. R. F. Johnston:** Oh, no. I am in the wonderful situation with Mr. McClellan that we can mutually insult each other. It is a sign of strong friendship, I hope. I wanted to ask, just

for information, if you know what is happening on the Nijah Degg situation, when court cases will be and that kind of thing?

**Hon. Mr. Drea:** All I know is the press reports of the results of the High Court's decision. As to what the crown intends to do under the Criminal Code, I am not aware. I am still presuming, since an inquest was originally scheduled and then held back because of the criminal court proceedings that, if they are not going to lay the charges again, there is the question of the status of that inquest. If they are going to lay the charges again, obviously that settles the matter.

**Mr. R. F. Johnston:** If the matter is settled, we would presumably have available to us at some point or other the report that was done on the event by the children's aid society.

**Hon. Mr. Drea:** As I said, the moment the crown attorney tells me he does not need it for the inquest, if there is going to be no inquest or whatever, we are free from those legal obligations.

**Mr. R. F. Johnston:** There is one other thing I wanted to say about the Kim Anne Popen affair in terms of the way it is affecting children's aid societies around the province. I do not know if you have seen it, but I read a column in the Windsor Star of September 26, 1981, which basically discusses what happened to Bill Lovatt who was the director in Sarnia of the Lambton Children's Aid Society after that whole event.

It is really tragic to read of the way this man was caught in the eye of the hurricane. He has been battered around in terms of employment opportunities since then and his career has been jeopardized in many ways, I would suggest. I do not know if the minister has seen that but I would draw it to his attention as one of the real impacts this has had.

In terms of the whole child abuse side of things, I wanted to raise with you some concerns about what seem to be contradictions in ministry policy at the moment. On one side, there is the involvement with Metropolitan Toronto in terms of its major study of child abuse in Metro. I think we all laud that and think it is an important event, something that needs to be done. We are pleased to see that take place so there is an accumulation of information that will no doubt be helpful to the ministry in terms of coming up with programs that are suitable in the future and that sort of thing.

However, at the same time that is happening, we are having a withdrawal of funds from the program which we have all read about in the last



couple of weeks. I presume it has been read by anybody who reads Michele Landsberg's column in the Toronto Star. That is the problem of Parent Resources and its funding of \$150,000 a year.

Admittedly, it was just a pilot or developmental project and not guaranteed long-term funding by any means, but it was one most of us would think has achieved a fair amount of success in Toronto. It involves some 300 families with the agency in terms of preventive action in two of the areas of Metropolitan Toronto where the incidence of child abuse is highest or one could say the pressures are highest in terms of being low-income, inner-city areas. They seem to have had some success and met with a fair amount of support from many elements within the community. That money is being withdrawn at the same time the money for Metro is coming forward.

It makes me think about what happened when I first came in. There was another experimental program called TREAT, that is, Treatment Resource for Emotionally Deprived and/or Abused Toddlers, which was going on with the children's aid society here in Metro. I thought it also was a great experiment and a great idea. They had to fold up their tents and go away. I do not understand why it is we are in the situation of trading off bucks this way and ending a program which seemed to be successful.

When I have finished my remarks, I would be interested in having the minister's comments on that. I am also interested to know how you feel this ties in at the moment with the hostel situation, the Interval Houses and women's emergency shelters in the province.

I gather there is some sort of study going on of the way you are funding these. I would really like to have an updated report from you because, at the present time, the per diem structure we have seems to be totally inadequate. There is also the timing of the budgeting and that sort of thing, which I think Mr. Conway went through. The nature of the per diem seems to be totally out of touch with what these people need.

I was at one Interval House here in Toronto the other day. They explained that in two different years they had one measles epidemic and one chicken-pox epidemic. That essentially meant they were quarantined for approximately a month each year. They lost their funding on the per diem for that period of time and were under severe financial constraint.

They are funded at \$17 plus a day, I gather, although their costs are in the neighbourhood of \$28 or so. At the same time they are getting \$17 or so, there are places like Lanark funding their per diems at \$13 and something. It is up to \$15 now, is it? But there is this discrepancy across the province and it seems to me to be bordering on the ludicrous that this should be the situation.

In Metro Toronto, we have a crisis in emergency housing in general but we have this incredible discrepancy between the number of beds available for emergency shelter for men and those available for women and children in Toronto. It is a matter of many hundreds for men and—I forget what it is—68 or something for women in all of Metropolitan Toronto, something like that. It is under 70 I believe. I think I have the figure right here with me.

4:30 p.m.

**Mr. Barnes:** There are 94.

**Mr. R. F. Johnston:** Ninety-four for children and women.

**Mr. Barnes:** Yes, and then there are hostels of a more general type.

**Mr. R. F. Johnston:** I am going to raise this as a Metro member. I do not know what is happening in the rest of the province. My information about that is not as good. I do know, however, the number of cases I am now getting of women who are in an abused situation or in one of those potentially abusive situations where they have to get out with the kids and cannot get into emergency housing any more.

It used to be we could do it. I had to send somebody off to Etobicoke the other day. It was the one place we managed to find at the last minute. Things are very tight at the moment for those agencies.

When one looks at what is needed for those women it is not just a matter of a bed for a short period of time where they can be cared for. There is a need for security. I suggest with the present per diems there is not enough money for proper staffing to protect the staff as well as the women from husbands who come to take out their vengeance.

There are many cases. I ran into one the other day: a staff worker who happened to be on duty at that time who was thrown up against the wall by an angry husband who was trying to take his wife and his kids back. They did not have the money on hand to have the kind of staffing 24 hours a day that would provide at least one other person as backup support.

One looks at the whole need for day care for kids in that kind of situation. I would suggest there is a need for expanding the funding for those kind of centres to have in-house day care for those kids. There is a need to have a counselling staff component and some recognition of that in the funding.

I hope you are looking at that for these hostels as well because the reality of the situation in Metropolitan Toronto, at the moment at least, is somebody does not go into one of these hostels now for three weeks or two weeks until they find themselves some place in publicly assisted housing or somehow manage to get into private housing. The situation is such that, with a waiting list according to my figures of something like 34,000 people trying to get into publicly assisted housing in Metro at the moment, it is just impossible to get in. The figures are based on 5,000-plus for Ontario Housing Corporation, 3,000 for Metropolitan Toronto Non-profit Housing Company, 2,000 for co-op assisted housing and approximately 3,000—these are households—for Cityhome.

Now there is duplication and people are trying to get in anywhere they can, but those figures are double, in some cases, what they were last fall and in other cases are up 30 per cent to 40 per cent. There is an enormous increase.

We have a situation where we are trying to get people into Ontario housing or Metro housing and, even for an emergency situation, it is taking us several months. Somebody who is just in need of cheaper housing because they are spending 60 per cent or 70 per cent of their income on housing does not have a chance of getting in within a year at the moment.

I am not suggesting this minister is going to solve the whole housing crisis but in this one area, if we can get into it in terms of hostels, there is a major need for a change of emphasis and approach to this. I hope the minister will direct himself to that because it seems to me the possibilities for child abuse, when one has that kind of backup in the housing thing and the kinds of increased emergencies that are occurring, become more and more dangerous.

There is need for not just studies by Metro Toronto in terms of what it is funding but also some action and preventive care. I would suggest a very important priority for the government at the moment would be more and better equipped hostels for women who are in danger and for their kids who, therefore, are in danger. I hope you will respond to that and give us some idea what you might be coming up with.

On the matter of male hostels, I guess I am known now as a person who, with Mr. McClellan, went skulking around the city hall garage. There have been cartoons on it, some of which have been supposedly to humour us and others, as with the Toronto Star on the weekend, which I thought were quite provocative. The Star's was more an editorial drawing than a cartoon. There is a situation extant in Metro in terms of male hostels which is very dangerous.

Since there is no comment in the opening statement about what is going on there, I am wondering whether or not there is any possibility of a response from this ministry and maybe the Ministry of Municipal Affairs and Housing to work with Metro to come up with some immediate emergency solution for this winter. If there are 22 people in the stairwells at city hall in September, there are going to be many more when the weather really gets cold. The situation has never been like it is now.

I had a call yesterday from somebody from the St. Vincent de Paul Society, where they give out money essentially for emergency food and shelter. They are no longer in the position to help anybody with shelter. They have been told they can't afford it. They have given out more money in the last couple of months than they normally give out. They are now really having to hold back.

She said to me, "You know it is not the normal derelict that we are getting in as we have in past years. We are also getting people who have been out of work for a long time, who have come to the city trying to get work but have no fixed address and are unable to get welfare." In the four years she has been doing this, she has never seen the number of people and the kind of people who are actually coming to them for assistance at this point.

I am anxious that the minister indicate to us whether or not he is going to involve himself personally in trying to find a solution in terms of immediate funding. There are locations in Metro that could be turned into emergency hostels. There are places like the Sherbourne Street Ontario Provincial Police training centre which could be turned into an emergency hostel. It does not solve the problem for the future, I agree, but if we had that available it would take away the danger of some people dying this winter when the weather really gets cold, while people are being turned away from our present hostels because of their incapacity to handle the problems.

I would like to know what you are doing on

that and whether or not there is any inter-ministerial activity at this point looking at the long term solution to this. In light of the Parkdale experience are you looking at what is happening with boarding houses and whether or not there should be a dual ministry role to provide support services in that community to expatriates from Queen Street? Are you looking at whether there are three ministries—the Ministries of Housing, ComSoc and Health—that should be involved right now in trying to plan some solutions to that problem in the near future. I am not at all convinced what the Ministry of Health is doing on its own—the 120-bed venture it is involved in—is any real solution to the problem of totally unlicensed, unregulated boarding houses which provide no support services that could act in a preventive care kind of way.

I would be interested to know whether or not there is any action on that at all, because the matter has been earmarked now for many months. It goes back many months. It goes back to our arguments when Lakeshore was being closed. We tried to say, “Don’t close the damn thing down, Dennis Timbrell, until you have some programs in place.” I am very anxious to know what is happening in that whole area because it seems to me there is need for intervention now and over the winter in terms of coming up with some solutions in that area.

I will raise two last things before the minister replies and we move on. I am interested in the initiatives you are taking with native kids. We are pleased those kinds of initiatives are being taken in terms of trying to get the native community to take more responsibility and to provide the services. I presume we are primarily talking about services on the reserves, although I am talking about off-reserve services as well where the situation warrants, so we do not have only white children’s aid society workers and white foster families taking the responsibility for native kids and therefore playing a role and fundamentally disrupting the community and native families in northern Ontario.

I know you have several projects operating at the moment and I know they are operating at various degrees of involvement. Some are advanced and some may be moving much more slowly than we would like. I am wondering if you can tell me, as we move on in this, how many kids are now being cared for on reserves that were not before. I remember a figure from Kenora which indicated there was a huge

number of kids who were essentially being looked after by white families and by white CAS workers.

**4:40 p.m.**

I know that is one of your more active areas so I am interested to know if we could have some background information on the results of that program. I think it could be one of the most important kinds of initiatives if it is properly followed through, properly funded and assisted for the native communities in northern Ontario. When we get to that stage, I would appreciate as much briefing as we can get. It is hard sometimes to get information otherwise.

The last thing I would like to raise would be the matter of the disabled and what has been done for them. You dwell on some of the initiatives of the ministry over this last year. As I said before, I am very pleased with what you have done in terms of autism and that angle of things. I brought in a resolution in the spring—I can’t remember the date now, after the obstacles report from the national level had come down—and that resolution essentially suggested there was a need for some kind of a provincial task force.

I really did not want to have to define who should do it, but there is some need for people in the ministry and in the Legislature to really look at some of the provincial implications of that report. Throughout that report the onus is being put back on to various levels of government for action—not just the federal government but the provincial government as well. I can’t remember the number of recommendations but it strikes me there was a large number of recommendations which—to use a horrible verb—impact on the provincial level.

I was hoping we would see some kind of initiative taken this year in a very direct response to the recommendations of that report and to have those in before this International Year of Disabled Persons slips away from us.

I think I raised the matter of the human rights question for some of the disabled. I wanted to know how much money had been allocated for the year of the disabled from the provincial government and how much has actually been spent.

**Hon. Mr. Drea:** Do you mean through us?

**Mr. R. F. Johnston:** Through you. I don’t know if you know the general amount through the secretariat, but it strikes me it would be interesting to know just how much has actually been spent of the amount that was budgeted.



You also mentioned 10 treatment centres on page seven of your statement: "You will be interested to learn that we now have within our facility system 10 highly-specialized treatment and training units for deaf, blind and multisensory handicapped, retarded clients," the multiple handicapped. I wondered if we could have some more information on that. I am not aware of these, their range or where they are located, et cetera. I probably know of a couple of them, but certainly not all of them.

Those are some of the questions I saw arising from the minister's opening statement and some of things which I hoped we might have seen some emphasis on.

**Mr. Chairman:** Mr. Minister, I am sure you have a supply of answers. I don't know whether all of the answers are solutions to some of the questions that were raised, but I had a request from Mr. Gillies who has just left. Traditionally, we proceed with your response to the comments of the opposition critics. Mr. Gillies had expressed a desire to comment on your statement. I don't know whether this is the procedure in the past to have someone from this side—

**Mr. McClellan:** I am sure you know that it isn't.

**Mr. Chairman:** If he has any questions of concern, I just wondered whether or not this committee wants to wait until the minister's statement is completed before we do any questioning or with your co-operation are we going to allow Mr. Gillies to join in?

**Mr. R. F. Johnston:** No, I think he should join in when the rest of us get to vote by vote.

**Mr. Chairman:** I just wondered because we were so flexible in allowing for supplementary questions during your own comments.

**Mr. R. F. Johnston:** I know, but I have hardened a great deal since.

**Mr. Chairman:** Being a gentleman, Mr. Johnston, I am sure you will allow for some flexibility in the course of the minister's answering. Unless you have some objections, I will allow Mr. Gillies, if it is a matter of some point of concern, to raise something that you had mentioned in your statement. Unless there is objection, I feel it would only be proper.

**Mr. McClellan:** I think it is a courtesy that is usually extended to the two opposition critics, that they do a leadoff and the minister responds to the leadoff and then it is thrown up to other

members of the committee. If you want to deviate from that practice I think that would be very unfortunate.

**Mr. Chairman:** I guess it is a question of convention and legality.

**Ms. Fish:** We can't deviate anyway, since the member who wanted to make the statement isn't here. Surely we can hear from the minister and then it would be possible for other members to make some comments or put some questions.

**Mr. Chairman:** I will follow the rigid rule that there is strong opposition to that.

**Ms. Fish:** We don't have him here.

**Mr. Chairman:** I will be a little inflexible. Mr. Minister, the floor is yours.

**Hon. Mr. Drea:** There were a number of questions and a number of comments. My deputy wanted to make some remarks about the home support services.

**Mr. Carman:** It is my favourite area of discussion, Mr. Chairman. Mr. Heagle is with us. Perhaps he could come up and I think he can give Mr. Johnston some of the detail of answers to the questions that were raised yesterday. Mr. Heagle is executive director of federal-provincial relations.

Last year when we were discussing this issue of home support, I think what tended to complicate our discussions was that there were two activities going on in October 1980. Although Hansard records the fact that these two activities were going on, it is sometimes a little hard to keep them separate.

One activity was an advisory committee in which I had invited people from outside the ministry to join with us to examine our home support services. Mr. Heagle was the chairman of that task force that was supporting that committee. We were attempting to lead to a consultation paper—a so-called community and social services consultation paper. At the same time, though, there was another activity going on with the Ministry of Health—

**Mr. R. F. Johnston:** There are rumours to that effect.

**Mr. Carman:** —Glen Heagle was working with staff at the Ministry of Health to examine what Hansard refers to as the interface issues.

The reason the two activities are related is of course that the homemaker services are common to both the consultation paper and to our interface with the Ministry of Health. The advisory committee had pointed out in no uncertain terms to Mr. Heagle and myself that

the homemaker question was absolutely fundamental to any kind of resolution of home support services. It said getting some resolution on homemaker services had to be the number one priority. We could go into some detail in terms of our exchange from Hansard if you wish, but I will leave that for the moment.

Really, what we were exploring at that point were two quite different options, both of which would have dealt with home support. One option was that the Ministry of Community and Social Services on its own would develop a set of home support services including some kind of homemaker services and a variety of other services, such as Meals on Wheels and so on. We would attempt to define some kind of understandable boundary line between the homemaker services the Ministry of Health provided and the homemaker services the Ministry of Community and Social Services provided. The other activity that was going on was to try and find some way to combine all the homemaker services into one single delivery system and those two activities were being brought together at the same time.

When we prepared the consultation paper, we took the draft and the draft of Mr. Heagle's work with the Ministry of Health to the policy field committee and said, "Here are two ways which you can address the question of homemaker services." It was the decision of the cabinet committee on social development that we pursue the notion of harmonizing the homemaker services between the Ministries of Health and Community and Social Services, rather than attempt to define some kind of boundary line that could exist between the two services.

The reason that decision was made I think was based on three considerations. One was that the Ministry of Health was becoming the major deliverer of homemaker services in the province as a result of the development of the acute and chronic home care program. As a consequence, the rationale for adding to that service seemed to make more sense than having two separate services.

**4:50 p.m.**

The second concern being expressed was that if a boundary line was designed and on one side you had an insurance-provided service from the Ministry of Health and on the other you had a needs-tested service provided by the Ministry of Community and Social Services, it could perhaps promote the inappropriate use of medical services in order to qualify for the health service.

The final concern was that the elderly person having to shop for service and having to search out two delivery agents did not seem to be as efficient as having one agency providing the bulk of the homemaker services to the elderly. So based on those considerations it was decided to ask the two ministries to work to try and find that rationalization. The announcement the minister made yesterday as to the combined service that had been brought forward was a result of the work that has gone on since we met—not since we met last October because that decision was not taken until early December. I think the then minister advised everyone we were pursuing that route.

If there are some questions on that part I would be happy to answer them. If not, Mr. Heagle could give you some idea of the kind of service levels and eligibility criteria that are characterizing this new combined program.

**Mr. Chairman:** Thank you, Mr. Carman. Mr. Heagle, do you have any comments to add or will the members just be questioning Mr. Heagle?

**Mr. R. F. Johnston:** I do not really recall the dichotomy being raised before the committee at all, but you probably have the Hansard at your fingertips and are able to show me at a moment's notice.

Has the notion of doing the larger community care package or whatever you want to call it—the home support package—died? Has the need to integrate those other programs gone? Where is that in terms of the whole notion of communication with the community which ceased in terms of asking for their input? We never did see any of the work that was being done on it. Now you are saying you have gone in this other direction. I am wondering what we are going to see in that.

**Mr. Carman:** At the present time the staff in Judge Thomson's area are working on those other programs and carrying on from the work that was reported on in the draft consultation paper last year. As the minister said in his opening remarks, you will be hearing something about that in the near future.

**Mr. R. F. Johnston:** I am totally confused.

**Mr. Sweeney:** Mr. Chairman, may I get something clarified so I understand what Mr. Carman is saying? The Ministry of Health is moving in the direction of chronic home care. When you talk about dovetailing the home services is this the area you are referring to?

**Mr. Carman:** The area we worked on was specifically homemaker services to the frail elderly and to the physically handicapped. I think if Mr. Heagle could explain the eligibility criteria and the levels of service perhaps you could get some idea of what was being provided.

**Mr. McClellan:** Also the delivery system if you would, because that is where I am totally up the creek.

**Mr. Heagle:** Mr. Chairman, perhaps the best way of describing who is eligible is to start with the delivery system and describe who is not eligible now and who therefore will become eligible once the new service comes into effect.

When the chronic care program was implemented, it was implemented on very specific eligibility criteria. It dealt only with those persons who met its criteria. The criteria were predicated basically on medical grounds. In order to receive homemaker services or any others you had to have a requirement for three medical visits. If you had an elderly person or a physically handicapped person who required homemaker services, but did not require the services of a physiotherapist or visiting nurse or whatever, they were ineligible for those free homemaker services.

Similarly if a person did meet the medical eligibility criteria but required more than the maximum ongoing level of service—which was 40 hours a week under the current home care program—they were often declared ineligible. So you had a basic group of elderly and physically handicapped who did not meet the health home care criteria in the first instance. Their choices were to purchase the service privately, which not many physically handicapped and very few aged could afford to do, or to go to the local municipality which operated this as a welfare service. I think you are fully aware that many elderly people would not choose to do that.

Those who did would be subjected to a needs test. Not all of them would pass it, and then we would get into questions as to the budgets of the respective municipalities and whom they select to provide the service to, et cetera. So essentially a free service was being provided to people with medical problems. This meant a gap in service, effectively, because other people did not meet those criteria and could not necessarily obtain the required service from the other sources. They might have an equal need for the service, but because the medical criteria did not exist they did not get the service.

Basically the objective of the new program is

to expand the availability of homemaker services and provide better access to homemaker services for those frail elderly and physically handicapped persons who were not previously eligible. In effect we are trying to close the gap for those people who fell through the system previously.

What it provides is homemaker service on the same terms as those services provided under the home care program for frail elderly or adult physically handicapped who need the service to be maintained in their own home but do not qualify for the chronic home care program. In effect we are establishing one comprehensive homemaker service for frail elderly, physically handicapped, and providing one-stop shopping for them, from the local home care unit under the aegis of the Ministry of Health.

Most home care units are provided through the local public health system.

**Mr. R. F. Johnston:** What is your minimum now going to be? We know what the minimum was in terms of the health requirements prior to this, but what is your new minimum?

**Mr. Heagle:** The new minimum is based on need for the service in order to be maintained in your own home. There is no medical requirement for that component. So effectively we have resolved that problem.

**Mr. McClellan:** Who does the assessment?

**Mr. Heagle:** The assessment will be conducted by the local home care unit.

**Mr. R. F. Johnston:** How are you determining the need though? These agencies primarily are going to operate on a health model?

**Mr. Heagle:** That is correct.

**Mr. R. F. Johnston:** They were going on a health need up to this point. They are now talking about expanding it to people whose needs are other than that or can be seen to be preventive health service. How are you determining what the need is?

**Mr. Heagle:** In many cases the homemaker need has been effectively established by the homemaker agency even under the "medical model." If you discussed it with some of the homemakers they would say they get a prescription—for lack of a better phrase. Then they access the individual's physical circumstances: how they can cope with the activities of daily living, the environment in which they exist—as you are fully aware, the environment makes a big difference with frail elderly—and the relationship with the family. Then they



make their determination based on that assessment. We would be extending that without the eligibility requirement for medical services.

**Mr. R. F. Johnston:** Would the payment for the service be picked up under the present level?

**Mr. Heagle:** The service would be provided under exactly the same terms as the current homemaking component of home care. At this point there would be no financial testing and no user charge.

**Mr. R. F. Johnston:** That is excellent, very good.

**Mr. McClellan:** You can get CAP funding without a prior means test?

**Mr. Heagle:** Mr. Chairman, we can get partial CAP funding without applying a means test. To briefly explain that, under the likelihood of need provisions, under the Canada assistance plan, there has been a gradual shift over the last five years from detailed testing to allow for a provision of what is called carving out.

That is effectively taking a sample of those persons who would be deemed to be fit and therefore getting partial sharing. In this case, the majority of the population are elderly. The statistics to determine that sample are available from National Health and Welfare's own records. So they will cost-share any GIS recipient—43 per cent of Ontario's aged are GIS recipients and that incidence increases with age. Most of the candidates for homemakers' services are older, so we should get some cost sharing from the federal government. We are in the process of trying to finalize that now.

5 p.m.

**Mr. R. F. Johnston:** It increases from year to year as well.

**Mr. Heagle:** It decreases, sir. GIS has been decreasing consistently with the advent of CPP.

**Mr. R. F. Johnston:** So if there is a need for a physiotherapist it would be covered under this and there would be no charge to the individual?

**Mr. Heagle:** If the person qualifies under the chronic home care rule for those visits they get the physiotherapist services. We are suggesting to the Ministry of Health—we are still in the planning for implementation stage—that in those situations where someone qualifies for homemaker services but only requires one physiotherapist visit, rather than having him once again drop through the cracks that is a more efficient way to do it.

If I may take this opportunity to correct the

record, my deputy has pointed out I said the chronic home care program provided 40 hours per week; it is 40 hours per month.

There was a question about levels of service too. Effectively, we are also redesigning the homemaker program. Previously one could receive a maximum of 80 hours in the first month and then up to 40 hours on an ongoing basis. Health and Community and Social Services assessed the data we had on utilization and we found that a large group of people were using fewer than 30 hours in the health programs. Similarly, many people on the social services system were using more than 40 hours.

So rather than having a fixed formula in which one is entitled to 80 hours in the first month and no more than 40 on an ongoing basis, that is going to be modified. The 80-hour maximum in the first month will be retained, but we will have a two-tier system rather than a one-tier system, with two levels of care. The first will be a maximum of 30 hours per month on an ongoing basis. The higher level will be a maximum of 60 hours per month on an ongoing basis. In effect there is a net increase of 50 per cent in maximum service level.

**Mr. R. F. Johnston:** How does this relate to the notion in that white paper or the other consultation? You raised the question as to what degree the ministries should involve themselves in trying to maintain somebody in the community. The notion was raised: to what cost? The question of cutoff was postulated as a possibility in that paper; at some point, when it gets to a certain expense in the community, one would then have to be institutionalized. Is there any thought of that when you have your maximums in this?

**Mr. Heagle:** I do not believe the new program addresses that as explicitly as that draft consultation paper. That is all it ever was, a draft. Obviously, with the 60-hour maximum, that suggests 60 hours is the maximum level of care.

**Mr. R. F. Johnston:** How did you decide that? Did you do it on a cost basis?

**Mr. Heagle:** We did it in consultation with the Ministry of Health. We did not do it purely on a cost basis. The standard homemaker visit is about four hours. If one starts talking about 60 hours, that is about 15 four-hour visits per month, which is a visit every second day. The judgement was that was a very extensive level of support, especially when it is considered the people could also be receiving related medical services, Meals on Wheels, friendly visiting or

anything else from the other part of the system. That was deemed in our best judgement to be a starting point for this program. Implicitly, yes, there are some judgements, but they are not as explicit as those in the consultation paper.

**Mr. McClellan:** What happens to the rest of the system? We originally thought the existing homemaker services—Meals on Wheels, et cetera—would be included within an umbrella piece of legislation.

**Mr. Heagle:** I think the deputy said earlier that a second exercise is currently under way to deal with those components. What we did not bring out is the fact we view these two things as being complementary. We try to resolve the majority of the homemaker programs, particularly for the aged and the handicapped, and a complementary exercise which is following shortly behind will deal with those other components.

**Hon. Mr. Drea:** To put it in the vernacular, the basic problem that had always been there was attempting to rationalize on a horizontal basis rather than to try to eliminate duplication on the vertical. I suppose, in the vernacular, it is not a medical model. In this area we have rationalized by making it health-related, in the broadest sense, on the basis that we have clearly certified the homemaker services.

**Mr. McClellan:** You have rationalized it on an insurance basis.

**Hon. Mr. Drea:** However you want to describe it. The rest of the field then is clearly open to us. That is what we are developing. It will develop very quickly.

**Mr. McClellan:** If I could make a suggestion, I think there is going to be not only an enormous amount of interest in what you have announced yesterday and clarified today, but a certain amount of concern with respect to how people in the system, the service providers, fit into the new proposed structures. It would be very helpful if the ministry issued a comprehensive description paper as quickly as is humanly possible, which would cover exactly what it is the ministry is proposing to do.

**Mr. Heagle:** Obviously, I cannot disagree with that. I do not think the confusion will be that great. Both ministries are now purchasing the same services from the same providers, so as this is phased in, during the implementation process, it is question of simply transferring jurisdictions. To use an example, the Visiting Homemakers Association in a given community may now have a split in their case load, with 60

per cent under the Ministry of Health aegis and 40 per cent being transferred over. That was part of the dichotomy. You had two totally different systems using the same service providers for essentially the same people.

**Mr. R. F. Johnston:** I note on page 11 of the minister's statement he says he expects six projects to be developed. Mr. Conway raised the concern that we not model this too much on chronic care, which some of us feel is taking too long. It strikes me that for what you are talking about, it does not need a huge amount of time to set up that kind of a funding mechanism. As you say, the agencies are the same agencies. It is not as if we are creating a whole new service delivery structure.

**Mr. Heagle:** There are two problems in relation to the speed at which we can go forward with this. First, it is going to be an integral part of the chronic home care program, so obviously we cannot put that out prior to the chronic home care project being established in the community. Second, on the basis of the experience of my colleagues in the Ministry of Health, it takes about a year to a year and a half minimum for those chronic home care projects to become fully operational, providing the existing services. Basically, we have to follow along behind those projects implementing on a step-by-step basis after them.

The second reason we have some reservations about massive simultaneous implementation is that the majority of services are now provided by the nonprofit homemaker organizations. They have done a marvellous job over the years and they are being hard pressed now to provide the full volume of services for the chronic home care program. That will continue when we get into larger and larger communities. There are a number of structural and other problems which the homemaker agencies have no difficulty in discussing with you, such as problems in recruitment and retainment, problems with respect to when one can get service—one cannot get it on the weekend and one cannot get it at night—problems with training, and even the basic questions as to what the homemaker does relative to nursing. For example, in British Columbia I understand that homemakers can provide certain bathing services for elderly and handicapped.

Customarily in Ontario that does not happen. You are talking about a difference in unit cost of about \$17 if you send in the Visiting Order of Nurses, as opposed to \$7, so there are a whole series of questions as to whether they can

expand rapidly, and there are a whole series of questions, frankly, on the creation of a very significant industry to support the needs of the elderly and handicapped.

5:10 p.m.

**Mr. R. F. Johnston:** There are some things here that are causing me some concern. That means that a place like Metro is a long way down the list for this sort of thing I presume, if chronic care is any example.

The other thing is, does this mean we are moving more and more away from a normal agency? Is there any idea of going into private sector providers for this sort of thing?

**Mr. Heagle:** Mr. Chairman, I cannot answer when it will be in Toronto because that decision will be under the Ministry of Health. In respect to your second question, under the Health home care program some homemaking services are now provided by profit-making agencies.

**Mr. Chairman:** Do you have a supplementary question, Mr. Gillies, to this? Mr. Sweeney will follow up.

**Mr. Gillies:** Mr. Chairman, would it be in order at this point to ask questions arising out of the minister's statement?

**Mr. Chairman:** Not unless you have a supplementary to the question that is now before Mr. Heagle.

**Mr. Gillies:** I will just hold mine in abeyance then.

**Mr. Sweeney:** Coming hard on the last comment you made, it is my understanding that at the present time, roughly about half of the municipalities in the province are covered by chronic home care and the other half are going to be phased in over the next three or four years. If I follow you correctly, your integrated program must by nature—by the definition you have given—follow it. Correct me if I am wrong.

**Mr. Heagle:** Correct.

**Mr. Sweeney:** So we are looking at three, four or maybe more years down the line before it is universal across the province.

**Hon. Mr. Drea:** I think we said six yesterday.

**Mr. Heagle:** Five to six years basically.

**Mr. Sweeney:** Does that mean that those areas that already have the chronic care service can receive almost immediate implementation, and subsequently other municipalities are just going to have to wait their turn? Is that how I interpret it?

**Mr. Heagle:** It is my understanding that the intention of the Ministry of Health is that they will establish six projects in the first year. While I cannot tell you where they will be located the probability is that they will be located in the most established of the chronic care projects because they have reached the stage where they can take on another component.

**Mr. Sweeney:** When you say project, do you mean the integrated aspect of the program?

**Mr. Heagle:** Sir, perhaps I am not being clear. What I am trying to say is that there have been a number of chronic home care projects which have been established for three or four years.

**Mr. Sweeney:** Yes, okay.

**Mr. Heagle:** I believe the majority of those have now reached a stage where they are considered to have reached the maturity level in providing the services that are now provided under chronic home care. I believe the intent is to use the most solidly established projects to add the new program to in the first instance and then proceed progressively as they do it. So it will be in effect following, as you pointed out, the implementation of chronic home care. But six projects will be in effect next year.

**Mr. R. F. Johnston:** Have you done any projections at all in terms of the amount of private for-profit care that is going to be involved in this? It strikes me that maybe is a call for all of us to go and buy stocks in Extencicare.

**Mr. Heagle:** Mr. Chairman, it is impossible to do any projections on the mix, first, because that will not be handled by our ministry, and second, frankly, I would expect the mix to a large degree would depend upon the capacity for expansion of the nonprofit agencies which now provide the majority of the service.

**Mr. R. F. Johnston:** Will it be an emphasis of the ministry? You are going to be one step away from this now. Will you try to find ways to provide support to the nonprofits to be able to provide this, or are we going to take the easy road out and send this off to the profit-making sector? Is there much discussion of this yet?

**Hon. Mr. Drea:** As you say, we are kind of at arm's length from it. My view would be on a practical basis that you would want to expand what you already have there. You use the words, "prop up" or "support", I do not know which one you used, but obviously an expansion needs that. You can only service the number of clients that you have the resources or the ability to service. My view would be that I would be



very surprised to see totally new models coming in because you do have a very substantial, as Mr. Heagle mentioned, part of the component which is training. This is one of the areas that, quite frankly, we were concerned about.

If we were to go the traditional vertical way there literally would not be enough of that "homemaker" resource. It is a relatively scarce resource, and if you are really going to expand, it should be expanded in the area where it was needed most rather than in areas where something could substitute for it and not have it eroded. My common sense would tell me that the obvious approach in the coming years would be to expand upon it, particularly because of the way it is being developed. It would be a little bit different if this was not in conjunction with the chronic home care program. If it was being operated, not necessarily in isolation, but a bit removed from it then I think there would be the options to do almost whatever you wanted. But if you are following very closely, then in the initial stages the chronic home care is already there. I think it would be an expansion of the existing service providers.

If it turned out in one of the six areas—and they will be chosen by the Ministry of Health—that you have other than a nonprofit agency providing the services, I think probably the same course would prevail. You will probably go along with that. But I think those are questions that might be more properly asked when the actual implementation is being done.

**Mr. Heagle:** Mr. Chairman, my deputy has asked me to mention to you that when I explained that there was partial cost sharing under the Canada assistance plan that partial cost sharing only covers nonprofit agencies.

**Mr. R. F. Johnston:** I presume that in the negotiations with the federal government you are not going to argue for changing the fact that CAP only affects nonprofits. That is not under negotiation.

**Hon. Mr. Drea:** We want to expand the parameters. I said that yesterday. It is not assured that they will share. It is highly doubtful that they would. The agreement is not in.

**Mr. R. F. Johnston:** We are getting two messages. Are you going to be arguing for an extension of CAP into the area of the cost sharing covering profit—

**Hon. Mr. Drea:** Not at this moment, no. Would you like to know who we are arguing for, because it is in line with this?

**Mr. R. F. Johnston:** Yes. Sure.

**Hon. Mr. Drea:** I want to give credit to the Department of National Health and Welfare. You notice that I corrected the member for Renfrew North (Mr. Conway) yesterday when he talked about Mr. MacEachen dealing with social welfare programs.

The department, at least on a staff level and obviously with some support from the minister, is also looking at the expansion of those CAP parameters to start dealing with community needs, that type of thing rather than the other. That is very welcome. We are very optimistic.

**Mr. R. F. Johnston:** Also very familiar.

**Hon. Mr. Drea:** I may be optimistic, but I think there is a different type of relationship ongoing now between at least some provincial ministers and the—

**Mr. R. F. Johnston:** The problem has never been at the provincial end. The problem has been at the federal end with very abrupt shifts in policy.

**Hon. Mr. Drea:** I do not think there is a very abrupt shift in policy this time. The reason I only say some is that there is one province that has a distinct relationship with the federal government which is not negotiable. In fairness to them, the reason I want to do this is the air is somewhat murky now because when some people talk about social services they are talking about education or health. They are not talking about this. In fairness, I think the federal department has been working. If those parameters can be expanded it will have, not only in this area, although this area may obviously be enhanced, helpful effects on other community areas, not necessarily the aged, where for a class or a community social need this will be very helpful in the future. As I say, with this one we are not negotiating anything other than the expansion of parameters.

**5:20 p.m.**

Now is not the time to negotiate major new changes in policies. The day after the federal budget, when the dust settles, it may be that you will want me to explore things. I am a very cautious man.

I think it should be said that the federal department has been, at least in my time, very sympathetic, very positive in its relationships with my staff who have dealt with it. They have been helpful to the point of saying there is no point in asking for certain things because "with the uncertainties and so forth that isn't there, but we think on this route we may be able to find an accord."

The reason I have set for my staff is that there are some provinces who feel entirely different, and quite frankly one of them—

**Mr. R. F. Johnston:** It is not eight out of 10, is it, by any chance? There's no constitutional connection.

**Hon. Mr. Drea:** No. As a matter of fact, in this area, and I don't mean to be facetious, you deal in a collective of nine. One is slightly different. One of the nine has embarked on a most peculiar course which has no relationship to anything in any other province. No, it is not the gang of eight; actually it turns out to be a gang of eight, a group of eight, but it is a different group of eight. The other two are former members of another group of eight which I understand from upstairs has now dropped into the group of three or the anti-group of five. I don't know.

I do think the federal people deserve an accurate reflection of what, at least in the Canada assistance plan area, they are trying to do. It has not been a case of just holding CAP at what it was or anything else; they are obviously taking a very good act and they want to bring that act into some of the areas of the 1980s that simply weren't there in the 1960s when it was drafted and which they have administered. I think they should be commended for that.

**Mr. Chairman:** Are there any further comments, Mr. Minister, on the homemaker services, or will you be proceeding in other areas of your response?

**Hon. Mr. Drea:** Since Health follows these estimates, there may be more information available from them at that time.

**Mr. Chairman:** Thank you.

**Hon. Mr. Drea:** Very seldom do public servants get an accolade. Mr. Heagle has worked very hard on this concept and undoubtedly will be immediately forgotten in the history books once it is very successful, but it wouldn't be where—

**Mr. R. F. Johnston:** It's in Hansard now.

**Mr. Chairman:** You are on the record, Mr. Heagle.

**Hon. Mr. Drea:** Who is the last person you saw who read a Hansard that was more than one day old?

**Mr. R. F. Johnston:** Well, they are all institutionalized, it is true.

**Hon. Mr. Drea:** But Mr. Heagle and the people from the Ministry of Health worked very hard on this.

**Mr. R. F. Johnston:** I am very pleased that there has been this move. My only concern is that I would like to have seen it brought in sooner, obviously. In 1976 there was the promise and it looks as if it will be another five to six years before this one element of the co-ordination is actually fully implemented. So that takes us within an 11 or 12-year period, or whatever.

**Hon. Mr. Drea:** No.

**Mr. R. F. Johnston:** Well, from 1976 to now is five years. That is not as much of a rush as I would like to have seen it be in, speaking as somebody who has been in the field for a while. But we are pleased to see it happen. The consultation that has taken place between the ministries is earth-shaking in the fact that it has changed history. It is not the sort of thing that took place a lot in years past, but very good to see.

**Hon. Mr. Drea:** I am sorry, I misunderstood what you meant by 12 years. The companion piece to this will not take six years.

**Mr. R. F. Johnston:** Oh, good, have you got that down? Did you catch that on Hansard?

**Hon. Mr. Drea:** It will not.

**Mr. R. F. Johnston:** It will not. The companion piece will not take six years. It is always good to get one promise out of them per year and see what happens the next time.

**Hon. Mr. Drea:** I think you were asking, perhaps it was some yesterday, but a bit today, on the child abuse issue, and the trend away from prevention and the decentralization of the child abuse unit. You mentioned Mr. Thomson.

**Judge Thomson:** Perhaps I could speak to that. What is happening is we are trying to decentralize one part of that program. It is not being dismantled at all. In fact, the number of staff attached to the program will go up rather than down. What we have tried to do is to take the part of the program that relates to the finding of and funding of the demonstration programs, the development of interagency co-ordination, training and so on and move that out to the four regions, the way we have moved the most of the rest of our operation. We will have one person in each region who is responsible for the child abuse program for that region.

So that would be four people. In head office, we will retain Dr. Sohn and one other person who is presently being recruited, plus a support person. In fact, we will end up with one more than we had before. Dr. Sohn will continue to

provide the head office policy direction and the focus in head office for the work we are doing in child abuse and child welfare generally. The rest of the program moves out to the region.

Some of the research and evaluation work stays in head office as well and it is going to be done by the research section of the division for which I am responsible. So the program itself is not being reduced at all, but parts of it are being moved out to the region. That seems to make a lot of sense. What we had before was somebody sitting in head office whose job it was to generate programs, training and so on in the north and they spend half the time going back and forth.

They were also fairly temporary positions that we geared up as the budget of that unit has gone up over the years. Now there are going to be specific permanent positions set up at the regional office. Those positions are now being recruited for, in the region and in most cases it is going to be a new person who is taken on rather than somebody who was in the program before.

**Mr. Barnes:** I would like to add one small thing to that. I have a fairly vivid memory of estimates about two years ago where we went through the child welfare line item. We were trying to explain why we were keeping so much money centrally, and at that time I undertook on behalf of the ministry to try to ensure that over the next couple of years we would decentralize as much of the money, particularly that associated with the Garber project, as possible out to the regions through the child welfare agencies. I would like to think that is part of that initiative that we undertook to take.

**Mr. Chairman:** Are there any further comments on child abuse?

**Judge Thomson:** One other thing I was going to mention, if possible, is the Metro child abuse program. Those funds that were provided—a certain amount of money from the ministry and a matching sum of money from Metroé set up partly to study child abuse issues and study Metro's programs as a whole, and also to focus upon two areas.

One purpose of the child abuse teams was, with interagency co-operation, to try to develop better interdisciplinary approaches to child abuse, and two, actually to develop some programs specifically directed at the child abuse area. In particular, I know the one that is being looked at relates to sexual abuse and some programs that might be set up like the one that Dr. Giarretto has in California that seems to

work very well with families in which sexual abuse is discovered. That is an area where there is a much greater recognition of the problem than has ever been the case before.

I just wanted to clarify the fact that money is not just being set aside for another study. I guess I'd argue there have been a lot of studies. One of them in particular, although I know we don't have the reports yet, has been the Garber study. There have been the operational reviews done on the individual children's aid societies and there have been various programs initiated through the child abuse program that we have already talked about. That is why, when those funds were set aside, the message we gave to Metro was, "Are you going to actually set up specific programs and implement recommendations that we have already talked about rather than just doing another study?" That sum of money is not going to go solely into studying the issue, but actually we hope to set up programs.

**Mr. R. F. Johnston:** I didn't mean to try to limit it. I am very pleased with the money going into that. Can you go on now about that one project specifically in Metro that does not look like it is going to receive ongoing funding? That is the second part of my notion. I was pleased to see that, but it seemed to me disconnected to have this program ended. Is it going to be?

5:30 p.m.

**Hon. Mr. Drea:** First of all, it was very clearly stated at the time that the program was to be a demonstration project. As you know, we have increased our research and demonstration project funds from more than \$100,000 to almost \$1 million. They were given very definite parameters as to time. That project was to have expired in June, but there were some funds available. It was extended another six months, in effect, and the money was provided. Why it has come from June to terminate in November is really their concern. There was \$65,000 provided.

If we are to continue a demonstration project that was clearly earmarked for a period of time, then we are going to deny additional demonstration projects in other areas with access to those funds. If you look closely at the scope of that program, there were things in it we were paying for that had absolutely nothing to do with child abuse. We knew they were there. The reason we continued was because we had very clearly indicated, back in 1978 when it was first funded, that if they could demonstrate a delivery service that was an alternative to the traditional modes, they would have every opportunity to be able to



enter into agreements with other service providers to continue to do so. Therefore, we left them as broadly based as possible. We did not confine them for our purposes of money to the relatively narrow area of what we wanted in the project. I have some very significant concerns that here we have a demonstration project that is to end—by the way, the TREAT program was not ours, it was federal.

**Mr. R. F. Johnston:** Oh, I did not—

**Hon. Mr. Drea:** No, but it wasn't.

**Mr. R. F. Johnston:** All I was trying to say was that it was allowed to die.

**Hon. Mr. Drea:** No, I don't think so. I just wanted to make—

**Mr. McClellan:** Well, you did not pick it up—you were not minister then; but we had a whole series of discussions around that.

**Hon. Mr. Drea:** No, it was not picked up. But then the province is not—

**Mr. McClellan:** There was some indication there might be money put into subsequent estimates to pick TREAT up in subsequent years—just so the record is complete.

**Hon. Mr. Drea:** All right, fine. You now have the record complete. People who want the service maintained say the ministry should directly fund a service provider in the area. Clearly we started out with funds, which have been vastly increased, but those funds are to provide for demonstration and research and whatever in a specific period of time so existing service providers can look at alternatives and take advantage of the situation. Now if we are going to be in a position where we have to directly fund after a demonstration project has been completed, then, quite frankly, we will almost have to restrict our demonstration projects to existing service providers. That is a real problem.

On that project they certainly have had members on their board from all the traditional service providers. There has been some talk—I have not heard it, but it has been mentioned to me—that they were reluctant to go to service providers or whatever; I don't know anything about that. Our position is we have very clearly set out a time frame, et cetera, on demonstration projects, and have others coming on stream. The problem in the research area is that when somebody knows somebody is in there for a certain period of time they gear up for the time when funds may be available. Mr. Thomson may want to elaborate a little bit more on that.

**Mr. R. F. Johnston:** I would like to hear an elaboration. I had the good fortune one time to run a demonstration project for the ministry with ministry funds concerning provision of care to the elderly. We were trying to prove a system. We had no guaranty of ongoing funds. We developed a model that worked and that we were very pleased with. The ministry then did find money to continue it. Although I essentially established a new agency—we did not use an existing agency—you were able to provide funds for home care for the elderly at that point.

**Hon. Mr. Drea:** Yes, but that is a little different from this. This is in a clearly-mandated area where there is a prime service provider. In the area you were in there was not and that makes a considerable difference.

**Mr. R. F. Johnston:** One could argue that within the ministry's mandate in parts of Durham region there was certainly a service provided with the mandate to provide home services that could have tried to do more if they had chosen to. It strikes me that what this group has been able to do is come up with another kind of model for dealing with preventive care work with child abuse and potential child abuse families. I still find it somewhat strange that you are moving back on it. Are you disappointed with their results? Are you disappointed with what they have been able to accomplish? Do you feel there are flaws in what they are doing? Let's hear some of that.

If not, then I say this area is an important one for us and we need more now than delayed or nonexistent studies from some judge sitting at his desk. We need more than starting up a developmental project like the feds did on a regular basis with other kinds of things and then let drop, which sometimes you were able to pick up and other times, like TREAT, you did not pick up. Now is the time for this kind of project, this kind of experiment, to be maintained unless it is a failure.

Is it a flop in your view? Not to allow this group to go on if it is successful is to say this is not a priority. To stop them at this point I would suggest, because of the importance of this issue, can only be done if you think this model is not going to work and is not a useful model for the ministry to be involved with. Are there any comments on that, Judge Thomson?

**Judge Thomson:** There are only two things I was going to say. First of all, I think it is important to talk about the theory of the child abuse program without separately dealing with

the question of whether it is applicable to this program. The theory was not to have all child abuse work done through that program—obviously the largest amount of money spent on child abuse comes through the regular child welfare budget—but to experiment in some innovative and unique ways. At least the ways were thought to be innovative—not all of them have panned out. We were going to experiment with ways of dealing with child abuse by testing the idea for a period of time and then, we hoped, demonstrating that it was a sufficiently attractive or successful approach that agencies would see it as a high enough priority to pick up as one of their programs.

In some areas that has happened. For example, there are a number of agencies and others who have become involved in the use of lay therapists in dealing with child abuse. The research from those, which is more extensive and a little more conclusive than what we have so far in this model, was quite positive. A lot of agencies picked that up as part of their regular program on the basis that it has been successful enough to be a high enough priority in their budget. That was the theory of the program and as I say, in a number of cases that has worked out.

In terms of the research done on parent resources, I think one has to say the research we have is a little inconclusive in that there are some problems in method. I do not want to get into a debate about the methodology other than to say there are a number of questions one would want to ask to learn more about how the program is doing in relation to people who did not receive the program—the so-called experimental control group approach, the general approach they take, the supportive, nonthreatening approach to people. I think there is sufficient evidence to suggest that is a valuable approach. In fact I think a number of children's aid societies are learning they can approach families in a nonthreatening way that can be fairly effective without having to use in an overt way the power that is always there under the Child Welfare Act.

**5:40 p.m.**

The existing Toronto agencies in some cases have developed some of those programs. The general approach taken is one I think there is some value in. I won't get into the question of whether they have demonstrated their use of that approach in this case has worked. The research is a little inconclusive. This is partly because the resources available and the amount

of research done was not sufficient to enable them to draw more conclusions than they have done in their study.

**Mr. R. F. Johnston:** The model they use is not one that seems to me easily translatable to a CAS format, in terms of the way they operate with the families involved. It is very much a collective style approach. I do not know if that is one of the difficulties you have. But what is going to happen in Regent Park and on Blake Street if this closes down? You really expect me to believe that CAS in Toronto is going to be able to step in and take over the kind of things this group has been doing? I seriously want to know.

**Hon. Mr. Drea:** As I say, it was a clear demonstration project. There were time limits on it.

**Mr. Martel:** You are not answering the question.

**Hon. Mr. Drea:** Yes I am. I always answer questions, Mr. Martel. The simple truth of the matter is that demonstration project is going to end at a particular time. Whatever need there is in the area will be picked up by the existing service providers in the field of child abuse.

**Mr. McClellan:** Do you have a service plan or some specific service design that has been presented to back up the statement you have just made? Can you tell us the details of the service in Regent Park to replace the service that is being closed?

**Hon. Mr. Drea:** On that service, it is clearly within the ability of the direct service providers to purchase any part of that model. Or they can provide the preventive service in the area of child abuse. You are talking about two models, about the so-called nonthreatening—okay. How many different and distinct directly-funded service providers do you want in a given area?

**Mr. McClellan:** You set it up, didn't you?

**Hon. Mr. Drea:** We set it up as a demonstration and research project. Let us be very accurate about it. We did not set it up. It was in existence before we funded it.

**Mr. R. F. Johnston:** Well then, even more so. You gave it credibility by so doing.

**Mr. Martel:** What takes its place?

**Mr. R. F. Johnston:** Is CAS going to come forward with a plan to purchase services at this level—\$150,000 or whatever the budget is for this year—to add to their load at the moment in terms of preventive child abuse work? Am I supposed to believe they are going to do that?

That is not the sort of thing I am hearing from Doug Barr these days in terms of his problems with budgeting, et cetera. How are you going to do that?

**Hon. Mr. Drea:** Are you suggesting they are incapable of doing any preventive child abuse work?

**Mr. R. F. Johnston:** I am saying they are really strapped to do so.

**Mr. McClellan:** You know what he is saying. Where are they going to get \$150,000 out of their budget to pick up—?

**Hon. Mr. Drea:** Let's see what their budget is going to be. Let's see what the services they are going to provide may be. If you are suggesting to me I drop \$150,000, split it between the Catholic children's aid society and the children's aid society to pick up the service, that would be patently ridiculous.

**Mr. McClellan:** What is so ridiculous?

**Hon. Mr. Drea:** We established this as a demonstration project. I extended it once so they would be in a position to see if their service was needed in the community and how it could be maintained. Now you want me—and this is where we are going to part company—to fund this directly as a service provider in the downtown core of Metropolitan Toronto.

**Mr. McClellan:** It is patently irresponsible of any government to set up these kinds of demonstration projects and drop them. The provincial government and this ministry and your predecessor have made precisely the same criticisms of the federal government for the irresponsible way in which they funded similar kinds of programs in the early and mid-1970s. Now you are doing precisely the same thing and leaving communities in the lurch. You are leaving those principal service providers with impossible dilemmas confronting them which they can't possibly deal with because of the scarcity of resources for their ongoing operations.

**Hon. Mr. Drea:** Were I to follow that logic we would never fund a demonstration project on the grounds that it might end some day. The only ones that end prematurely are those that fail and obviously they have to be terminated prematurely.

**Mr. Martel:** Is your government not arguing over and over again that the feds do it constantly?

**Hon. Mr. Drea:** No, we have not.

**Mr. Martel:** Oh, yes.

**Hon. Mr. Drea:** The argument has been, "Don't come to us when you have been federally funded. There is no guarantee we will pick you up."

**Mr. Martel:** I was the critic when all the local initiatives programs were in effect, and heard all the screaming, the crying and gnashing of teeth that went on because agency after agency closed down. You later screamed that it was the feds who were doing it to you because they set up the LIP funds and programs started and then the feds cut out the funding. That went on. Your predecessor, Rene Brunelle, bemoaned that fact for years—as did Dorothea Crittenden—as to how you got left in the lurch. Now you are doing precisely the same sort of thing.

**Hon. Mr. Drea:** I suggest we are not. The first criticism about those federally-funded programs is that they were put into the community with no consultation with the rest of the community. In this case there was a great deal of consultation back in 1978, with a great deal of the community consultation all the way from the board of education down to other service providers. That is a fundamental difference.

Second, this wasn't a case of, "We are going to give you some money. It will only be for a year. You continue on in business as to how you get your money, go ahead." This was clearly set out as a demonstration and a research project. But what you are saying to me is that unless I can guarantee a program into perpetuity it is better not to start the program.

**Mr. Martel:** Not with the limited resources you have today because you are setting up a potential hazard. If you have a group and you think there is a possibility they can prove a need, you create a need. Once the community feels that need and an organization fulfils that need, and then the organization goes out of business, you have left a void no matter whether you do it intentionally or unintentionally. I am not being critical in that sense. Once you create the need or you fill the need that was there before by something you do and then you walk away from it, you have left a void in the community. I guess what my colleague is asking is what assurance have you got that CAS can pick up what is a potential crisis if they cannot cope with the volume or the increase in their own case load? If you knew that you would get out of that bind you are in now.

**Hon. Mr. Drea:** I can answer very simply. I have no assumption.



**Mr. Martel:** They can demonstrate it as a need or the project would not have continued. Who picks up and meets that need now?

**Hon. Mr. Drea:** The directly-funded mandated service provided, which in this case is the CAS.

**Mr. Martel:** Which roughly would need another \$150,000 budget to carry on.

**Hon. Mr. Drea:** Wait a minute. Part of that funding was for a number of prenatal programs, et cetera, which have nothing to do with child abuse. Those numbers were deliberately left broad. Have you got the criteria of that there, George? It had to do with a number of things that may have affected family life but certainly were not within the specifics of the prevention of child abuse.

**Mr. Martel:** If they were doing something on prenatal, thank God, because I begged your predecessor for four full years based on the findings in Montreal about what would happen with proper prenatal care. I urged this government to start similar operations because of the astronomical costs if children are born who were not cared for prenatally. The statistics that came out in the studies that were available were almost endless and you haven't moved in that field at all, although the ultimate saving in 20 years could be astronomical—in less than 20 years, when the first kids will enter school because they don't have brain damage.

5:50 p.m.

**Judge Thomson:** There was one other point I was going to make, Mr. Chairman. In 1978, when we put extra money into the child abuse program and started funding some of these projects, we wanted to focus specifically on projects that dealt with families and children who were on the verge of coming into care, in order to try to provide the kind of family support that would mean that those children don't have to come into care. This was one of the features of this program that was seen to be valuable.

At the same time we developed a new method of funding children's aid societies that said, "No longer do we lock your budget in with only so much for kids in care and so much for family support." If an agency was able to develop a way to keep children out of care, thereby saving the cost of having that child in care, it would save money and provide more effective programming.

So our thought was that if we showed ways in which we could deal with kids out of care then

agencies would want to pick up projects like this one, partly because it was a good program and also because it was a cost-effective way to give them more dollars. Then we introduced a program that said they could keep their surpluses to put into more of that, so we would have a way that children's aid societies could do it and also so those projects could continue.

The difficulty here, as I understand it, is that the agency is not saying at this point they can put resources into this program and have the effect of keeping kids out of care. I'm not sure quite why that position is being taken. And I agree it is somewhat questionable in terms of part of the program. But if parts of this program are directed at kids whom children's aid societies would otherwise have to take into care it's a cost-effective and program-effective move, then, to take part of the existing budget from that and thereby save the cost of bringing those children into care. That was our hope.

**Mr. Martel:** What have you learned that can be transposed to other societies to implement those cost savings?

**Judge Thomson:** In this case I think they are arguing—and, as I say, the research is a little fuzzy on some aspects of this—that the supportive, nonthreatening approach they have taken to those families has helped them develop strengths of their own. They have been able to manage in the community with kids under fairly high stress so that those children don't have to come into care. That's what they're arguing: the effect of the program.

**Mr. McClellan:** Why can't you build some incentive financing into your demonstration projects so that there's some transitional funding for the existing service providers to pick up a project at the termination of a demonstration phase? Then they would not be hit with the full cost all at once, they could test out on a cushion basis whether the kinds of things George has been saying are valid or not because of the overall budget. Surely that makes more sense than having the axe come down on the community, on the existing project, on the service providers and on you with the kind of flak you get.

It doesn't make any sense all around from where I sit, and I'm sure it doesn't make all that much sense from where you sit to be vilified as some kind of enemy of—

**Hon. Mr. Drea:** Of the people.

**Mr. McClellan:** Of the people—right. It doesn't make any sense for the service provid-

ers, it doesn't make any sense to Regent Park and it doesn't make any sense to children's aid. So why don't we come up with something that makes a little more sense?

**Hon. Mr. Drea:** I think that makes a lot of sense, but bear in mind I did provide transitional funding and nothing happened during the transitional funding.

One of my dilemmas, Mr. McClellan, is that I can't order somebody to get involved in this service. Neither can I order someone to get involved with somebody else. When I was approached in April or May—I forget when it was—it was one of the first requests we had. Obviously, one of the things that concerned me in the transitional thing you are talking about is that the end of June is the time in the calendar year or the fiscal year, depending on the funding, that other people have their budgets struck, and obviously the answer is going to be "no." We extended this well into the fall so that people could take a concerted look at it over a period of time.

**Mr. McClellan:** That's just postponing the inevitable.

**Hon. Mr. Drea:** If you're telling me it was just postponing the inevitable I wouldn't have given them the money.

**Mr. McClellan:** No; I'm talking about the principal service provider—whether it's the children's aid society or the Catholic children's aid society—I'm talking about sitting down with all the parties and working out on a program basis some budget allocation that permits the principal service providers to take over their project funding on a phase basis. So you're not saying you're going to give \$150,000 in perpetuity. You're also not saying "June—wham. Well, okay; we can't cope in June, so we go to October—wham." That's not what I'm talking about. I'm sure you understand that.

**Hon. Mr. Drea:** Yes, I know that, and I'm saying your suggestion makes good sense. Except here there was a substantial amount of transitional funding. And it wasn't done because June would be a more unpopular time to terminate than five months later; it was done for a very specific reason. I think I have the right to ask in return out there, "What was done from that period of time?" It was very clear; also, there were people from the service providers on your own board. This was hardly an arm's-length

dealing with the government, people here and people there; the whole purpose of it was to have it in one spot.

**Mr. Martel:** It is a pilot project or an experimental project.

**Hon. Mr. Drea:** No. It is a demonstration—

**Mr. Martel:** Anything you want to call it for your own convenience.

**Hon. Mr. Drea:** No.

**Mr. Martel:** If something of value is being learned that can be applied to other areas—and that could be an ongoing process—surely, then, it's incumbent on the government to make sure the ongoing process continues and that other CAS groups across the province start to implement what you have learned from that pilot project rather than let it die. What you have done with your money, then, is simply—I'd use the vernacular, but I won't—that you've got rid of it. Why not continue it? You might be able to apply what you've learned to the others.

**Hon. Mr. Drea:** Mr. Martel, one very fundamental reason: We have told you we have now put the projects into the four regions. You can demonstrate all you want in downtown Toronto but I'm not too sure it's applicable except in theory to the children's aid in your area.

**Mr. Martel:** I have something to say about that.

**Hon. Mr. Drea:** You may have something to say about it, but how can you ask the children's aid in the county of Lanark? They can get some theory out of it, but people out there want to do their own projects to see how it's applicable. You can't treat every situation as though it was one specific locale; I think that has been one of the problems before.

**Mr. Martel:** What are you trying to hand me? I can see a different application in northern Ontario, in a native community, in a francophone community; but there are certain things you would learn there that you could encourage CASs across the province to try.

One of the problems with CAS is that when you try to keep them autonomous and at arm's length they do whatever they want. I have never been a very big fan of that. If you are learning something surely you take what you have learned and attempt to modify it or apply it to other parts of the province to achieve the ends

that may have been successful here, provided they can achieve something. And that's what I haven't heard Judge Thomson say yet.

**Hon. Mr. Drea:** The research report, as I said—

**Mr. Martel:** That's the nub of the issue, really.

**Hon. Mr. Drea:** No.

**Mr. Martel:** Are you learning anything from what took place that could be applied to the rest of the province with some form of modification?

Interjections.

**Mr. Chairman:** It is one minute to the hour. I believe we will probably continue—

Interjections.

**Mr. Chairman:** Probably we'll need some research, Mr. Martel, to answer you adequately.

**Hon. Mr. Drea:** Mr. Martel, one of the things I attempted to say, but I got cut off on another dialogue, is that the research data are still being analyzed. Mr. Thomson explained that to you.

**Mr. Martel:** Don't kill it while it's being assimilated, then. Wait until you get the results.

**Hon. Mr. Drea:** There's a fundamental difference in your approach: You want me to fund a service provider directly in competition with the CAS.

**6 p.m.**

**Mr. Martel:** That might do the CAS some good.

**Hon. Mr. Drea:** Now we have the bias there.

**Mr. Martel:** I don't deny being biased.

**Hon. Mr. Drea:** Oh, I see.

**Mr. Martel:** I don't for one moment deny being biased.

**Hon. Mr. Drea:** You're asking me to set up various groups to replace them. That's where we part company.

**Mr. Chairman:** I think we have exhausted the reply on child abuse. We will adjourn until tomorrow at two o'clock, as agreed, in committee room No. 2.

The committee adjourned at 6:01 p.m.



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 Heagle, D. G., Executive Co-ordinator, Federal-Provincial Relations  
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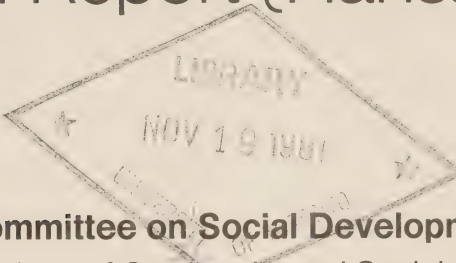




No. S-16

# Legislature of Ontario Debates

## Official Report (Hansard)



**Standing Committee on Social Development**  
Estimates, Ministry of Community and Social Services

**First Session, Thirty-Second Parliament**  
Wednesday, October 28, 1981

Speaker: Honourable John M. Turner  
Clerk: Roderick Lewis, QC



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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

**Wednesday, October 28, 1981**

The committee met at 2:13 p.m. in committee room No. 2.

### ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

(continued)

**The Acting Chairman (Ms. Fish):** I call the meeting to order. I have no speakers' list. As I recall, on adjournment yesterday we were in the midst of hearing from the minister and his staff in reply to comments and questions of the opposition critics. Mr. Minister, do you want to proceed in that regard?

**Hon. Mr. Drea:** Sure. Do you have a point of order?

**The Acting Chairman:** I think they were teasing.

**Mr. R. F. Johnston:** I would make a comment, if I might, before you start. It is common practice for members to drift in late to these meetings. We all have our different time constraints, and that is understood. For the last couple of days we have been sitting around without a chairman for a fair amount of time, and yesterday there were no Liberals for quite a length of time too. I might say that it really delays the startup time of these things. We all have other things we could be doing, including the minister, I presume.

**Hon. Mr. Drea:** I think it should be pointed out that the minister and his staff have been here.

**Mr. R. F. Johnston:** Yes, the minister and his staff have been here. And, not to give ourselves credit, we were here too, and so were certain other members. But we have had a real problem getting under way each day.

**The Acting Chairman:** If it is the wish of those in attendance, I shall be pleased to convey your concern to other members of the committee not now present and urge them, particularly in the circumstances of adjusting our starting times to accommodate people, to make every effort to be here on time so that we can get under way.

We move on to the business now.

**Hon. Mr. Drea:** Mr. Carman, there was a question as to workshops?

**Mr. Carman:** Workshops and the minimum wage—the ARC Industries sheltered workshops. Madam Chairman, as the minister explained either yesterday or Monday, although the matter is really in the hands of the Ministry of Labour in terms of the lead ministry concept, we are working with them on a fairly active policy review on workshops.

The work was originally done under the direction of a Mr. Crichton, who is no longer with the ministry. That has caused us a bit of discontinuity in the activity, but perhaps Mr. Thomson can explain in greater detail just where that is and where it is likely to be over the next 12 months.

Basically, the present workshop program has a rather unfortunate name in that I think there was an impression created with the title, sheltered workshop, that everyone working within the workshop system was there for a long period of time because he could not find competitive employment. In actual fact, as members know, workshops provide a large range and variety of programs and services. As a consequence, the whole question of minimum wage is intricately linked with the question of what the objectives and programs of the workshop system are.

For the part that we describe as a sheltered workshop, individuals work on some type of product and, in time, some kind of measure of their productivity is developed. A number of individuals produce at levels which, in terms of productivity, would not be at a level equivalent to the minimum wage.

One of the examinations going on in that particular area is, what does one do? Does one examine the productivity of that individual person relative to a productivity that would be equivalent to the minimum wage and pay him some kind of a proportion, or what? That is being examined.

In a number of programs within the sheltered workshops, the individual is not really doing anything highly productive. A number of the workshops decided to provide day programs much more in the area of light skills. People are not being utilized in the making of a product so much as they are being encouraged to learn various skills of daily living. That is an extension

of the programs that one tends to find within the schedule one and schedule two facilities.

That area has not been traditionally funded in all the workshops separately from the regular workshop programming, so there is a need to develop a program and funding for those individuals separate from those that are in the more traditional sheltered workshops program.

In addition, there are other functions which go on in the workshop relative to assessment. We feel that area as well should have its own unique policy program and funding arrangements.

**Mr. McClellan:** Sorry, may I just stop you? You said "assessment." Do you mean vocational assessment?

**Mr. Carman:** Yes.

**Mr. McClellan:** Why should a distinction be made between the remuneration paid to somebody undergoing vocational assessment in one of your workshops and the remuneration paid to an injured worker who is undergoing a vocational assessment at Costi?

**Mr. Carman:** I think that question, Mr. McClellan, was discussed last year at great length.

**Mr. McClellan:** There is no answer to it, obviously.

**Mr. Carman:** You asked, "Is it vocational assessment?" and I answered fairly quickly, "Yes." The assessment is much more than just vocational; it is an assessment across that whole range of life skills and workshops at the moment. It is not simply vocational assessment.

**Mr. McClellan:** If I can save you some time, the argument boils down to money. Sure it does. I read the Ministry of Labour's report which came out last June. I do not have it with me. Basically, it said—and I do not think I am distorting it—that it would be enormously costly to upgrade the remuneration paid to the 8,000 people in sheltered workshops.

**Mr. Carman:** I think that question has to be dealt with in a much broader context than strictly remuneration. If one starts paying people in workshops for work, and let us assume that the individual is a productive person and is working above the minimum wage, that immediately affects a whole range of other aspects of that individual's life in terms of his entitlement to a social assistance allowance and to the various benefits that go along with that.

It does have implications for cost sharing, I certainly would underline that. The federal

government will not cost share when we pay an individual at the minimum wage and the person does lose his entitlement to those benefits. So there are implications there.

2:20 p.m.

**Mr. McClellan:** I think there is a serious problem when you are paying people an average of 50 cents an hour for work which is, according to the study done by the Ministry of Labour, in many cases productive work that is covered by the Workmen's Compensation Act. The government pays 50 cents an hour. I think that is appalling.

**Mr. Carman:** What I hope I have indicated is that the results of our policy study will result in the fact that clearly some people will be paid for the work that they are doing.

The problem in a nutshell is that it is not a simple, straightforward process, both in terms of the question of a pro rata for the people working well below the minimum wage and in terms of the fact that many people in the workshop system are not there for the purpose of actually doing productive labour. Until the total design is sorted out and until we develop funding mechanisms for each of the pieces, it is not possible to solve the problem. If it was, we would have solved it by now.

In addition, there are the related accommodation programs which are now provided because the individual is receiving social assistance benefits. As you know, the programs for the mentally retarded adults are based on the notion that the 20 per cent contribution from the agency really is coming from the individual's family benefits cheque. There are some questions that will have to be resolved in that area as well, relative to the other kinds of program benefits that are now being provided.

**Mr. McClellan:** You guys have got yourselves into the position where you are open to law suits. I do not know how many sheltered workshops have not even bothered to apply for director's permits exempting them from the minimum wage laws. I think it is something like 80 per cent. How did that happen and how are you going to deal with that? You have been operating these things in violation of the law of Ontario.

**Judge Thomson:** Perhaps I can say something about that, Mr. Minister. There is some truth in that, in that the practice has built up of issuing what were called group work permits on the assumption that those were valid kinds of permits and that one could cover all persons in a workshop through a group permit.



That meant that the Employment Standards Act did not apply. That report raises some serious questions about whether one can do it on a group basis or whether one has to look at each individual. That is what they are proposing.

**Mr. McClellan:** That is one of their proposals. The other thing they raise is the number that do not even bother to apply for any kind of permit, as I recall.

Interjections.

**Judge Thomson:** That does not take away the issue that you are raising. I want to mention with respect to that specific report that we have a committee composed of people from the Ministry of Labour and ourselves, under the chairmanship of Glen Drover, trying to come up with ways to respond and implement those parts of the report which it seems one cannot implement.

It does tie into the broader work that Mr. Carman is talking about. The policy that is developed on the review of the whole workshops works out as to who is an employee involved in the kind of productive work spoken about in the report. That becomes very important because then you know to which people you apply the approach recommended in the Labour study.

Our hope is that the review of the Labour study can be done by the end of this calendar year, and the goal is that the broader policy review that Mr. Carman is speaking of be done by the end of this fiscal year.

**Mr. R. F. Johnston:** You are at present being sued by a Mr. Peter Mende in Sudbury who is part of one of these work assessment programs. Are there other suits outstanding at the moment? Are there other disabled people who are bringing cases before you?

**Judge Thomson:** There is only one suit, but there is one other case under the Employment Standards Act involving a woman in a Salvation Army workshop here in Toronto. The issue that is being dealt with is the question of whether she is an employee, given the kind of program that she was involved in within the workshop. There has been a hearing of that and the hearing officer has reserved his decision. That was about September and none of us has received his decision yet. I think he is still preparing it. Those are the only two actions.

**Mr. R. F. Johnston:** Is the figure in the Globe and Mail story about Arthur Moses correct in that there are some 13,000 clients under the

Vocational Rehabilitation Services Act either on training workers assessments or in sheltered workshops? Are there that many? Is it 13,000?

**Judge Thomson:** I could get you the exact figure, I think. It is in the thousands, but I do not know whether it is 13,000 or not.

**Mr. R. F. Johnston:** I wonder what your response is to the last paragraph in that story in the Globe of October 12 which said, "Meanwhile, the National Union of Provincial Government Employees last week offered to help unionize the thousands of handicapped persons across Canada employed for less than the minimum wage in sheltered workshops." Do you feel it is appropriate to have those people unionized?

**Hon. Mr. Drea:** I think that is up to the people and to the union. The state does not give its fiat to a union to organize.

**Mr. R. F. Johnston:** No, but the point is that at the moment you do not consider them to be employees, and that is what the battle over minimum wage is about. If they get that right to unionize and they are organized, they would be employees.

**Hon. Mr. Drea:** Certainly if they are declared employees within the meaning of the Employment Standards Act, then I would presume under the Labour Relations Act the same category would be applied and they would have every right in the world to do all the things that anybody else has to do.

I have read a subsequent story—it was not in Toronto; I think perhaps it was in Quebec City—that the union suggestion had met some resistance somewhere on the west coast, not from government but from people who were involved. It was a very sketchy story. I think that brings up some of the broader implications. There is no question that the matter at the moment is a serious problem, but I think the broader implications—and I would like your views—may be sketchy at the moment because I think we are entering a whole new field in the employment area. First of all, what is the sheltered workshop concept? A group concept that mixes all kinds of people, the final vehicle?

There are some suggestions in that type of context that one kind of artificially limits the potential of an individual there, that he can really only go so far, and that the goal should be sheltered work places which are substantially different. They would be moved into general industry. I do not mean to limit any of this to the

question of whether they are employees or anything because, obviously, there they would be. And there are some connotations in that.

Secondly, do you get into a mix of the sheltered workshop and try to develop sheltered work places? In a sheltered workshop do you have a range of pay based on the normal factors that would apply in any given situation, and what are the implications to that? I think there are some very broad areas that we really have to look at. Do we have the sheltered workshop in one form or another, large or small, by itself or should there be many in a community?

**2:30 p.m.**

While in one form or another they have been with us for, I suppose, 50 years, the ability to train and the opportunities that there are for the handicapped—they are not necessarily developmentally handicapped—have progressed enormously in the last decade or even the last five years. Is it now time to really begin looking at some adaptations of that system and what are the implications? I think there are a number of implications. What is the implication pro or con for the individual? What is the implication pro or con for the group? What is the implication for the people who have been operating? What is really their mandate?

I suppose you can argue, or some can argue, that the prime function of the sheltered work place always was a training, a life skills and a rehab thing with the hope that a person could be returned to the general marketplace. For a long time there were not many opportunities, but none the less this was the goal. Now that the opportunities are there, then the prime function of the sheltered workshop, or whatever you want to call it, is a training mandate, training towards productivity or, rather, to achieve the greatest opportunity for the greatest number of individuals. A training program, even for productivity, by necessity may be limited. As I say, this has very profound implications.

On the other hand, the thing that I think should frankly concern us is the situation, say, in a sheltered work place of 20 people where there are 20 very productive people, or two who are very productive. What do you do to enhance the opportunities for the person who is very productive, even after allowing for the question of employee minimum wage, that type of thing? I think there are structural matters, and whatever there are they have to apply, but I think the broader one is one that, while it may not be of urgency today, it is not long away from certain decisions having to be made.

Indeed, it may very well be that industry may begin making sheltered work places for any number of reasons. Then, suddenly, the problem is thrust upon us because if the productive people can have access to those sheltered work places, we cannot deny them that. By the same token, that obviously has implications down in the sheltered workshop, more and more of which are out in the competitive market because they have achieved a role, to put it in the vernacular. People have informally spoken to me about it and said that they have the greatest of apprehension that in their workshop, where they are now doing very skilled work, they would literally have to go back to making the very primary things all over again. I guess they would be less than human if, having started at that area and seen it go up, they now presume they are being put back there.

I think those are things that we really do have to look at. I do not think there is any one single group answer for the whole thing and I do not think it can be solved by paying people the minimum wage. I am not suggesting or advocating that is the universal answer because, if some people are very highly productive, why should they be limited to the minimum wage? Of course, we can get into all kinds of implications on the amount of allowance they get. That can be worked out. I think there has to be a look at the total picture. What are we doing for the individual?

**Mr. R. F. Johnston:** At the moment the difficulty is not with the person who is more productive than what he or she is being paid for. If that person actually gets a three-year work assessment kind of program and gets out and gets a job, then he or she becomes eligible for regular pay and moves on.

**Hon. Mr. Drea:** I am talking particularly about those in the field of the developmentally handicapped.

**Mr. R. F. Johnston:** The difficulty at the moment is surely in contrast to the WCB kind of format. Even your people who are out on work assessment projects are not considered to be employees, where with almost any other facet of that they are.

In the Mende case, he was doing all sorts of things which, although maybe not designed to do the end job that was going to be done, would have to be looked at as physical labour and work in the work force. It strikes me that is one area at least where immediately we can look at some-

body placed in the work assessment side of things who should be put on a minimum wage style of program, should he not?

**Mr. Carman:** That is a question we are addressing, Mr. Johnston.

**Hon. Mr. Drea:** I suppose where you start to bog down on it, Mr. Johnston, is the purpose for which the person was put on the assessment. There is no question in the case of the person who was put on the assessment to work 35 or 40 hours a week. I do not think there is any doubt there. But if the intent, when you put a person on a work assessment, is to see what he or she is capable of, et cetera, this is where the difficulty starts. We hope we can solve that.

**Mr. R. F. Johnston:** If the figure is accurate that Mr. Rivard from your Sudbury office put forward, then 60 per cent of the people who go out on these assessments then make it into the regular work stream, following from that. It is much more a job placement style of work.

**Hon. Mr. Drea:** We are talking about two groups of clients certainly on vocational rehab, but bear in mind that is a relatively limited field compared to the developmentally handicapped.

**Mr. R. F. Johnston:** What are the statistics for developmentally handicapped making it?

**Hon. Mr. Drea:** Do you mean going out into full work, or who are involved?

**Mr. R. F. Johnston:** Both. What is the breakdown on the assessment program?

**Hon. Mr. Drea:** We estimate right now about five per cent going completely out. We have 2,519 nonmentally retarded. That is on page 71. That includes the blind, the Canadian Mental Health Association, et cetera—2,519. Then in the MR developmental workshops, there are 6,565 or virtually two and a half times as many. That number of 6,565 in the MR field may be, if you want to get absolutely technical, just a little bit low because there would be a number of people who would not be formally in a workshop program who might be doing some things in conjunction with it as part of a life skills or training program or whatever.

I do not think that the problem I have raised will be as significant in the general area or the non-MR area, as it will be in the MR area because a sheltered work place for the blind is coming on stream more and more. There are a great many—perhaps I should not exaggerate—

there are some sheltered work places in general industry for those who are recouperating from a mental illness.

**Mr. R. F. Johnston:** There are more than the one.

**Hon. Mr. Drea:** No. I am talking about the sheltered work place.

**Mr. R. F. Johnston:** Oh, I am sorry.

**Hon. Mr. Drea:** There are a great many sheltered work places now that are not even listed as that. The company just makes arrangements for the person who is blind, et cetera. That area would be much faster than passing right over into the conventional employer-employee, industry-employee relationships.

Where it is going to be much more difficult, much slower, or however you want to put it, is in the MR field. The five per cent figure will be, oddly enough, significantly lower in the future because fewer will get into those programs. They will be trained in general society. They would be in it for a brief period of time and they would be as self-sufficient outside. Certainly in the field of MR, with the art workshops and so on across the province, this whole question is one of—I am not saying great concern at the moment, but certainly it is gnawing away. One of these days we have to face up to it.

**2:40 p.m.**

It is not only a question of money. It is not just the deficit for nonproductive workers—I used the word nonproductive; I meant not-so-productive workers—or that the range of products they might put out might incur a larger deficit which we would have to share in. In any type of controlled work program you always have to face that the ones who are productive and can stand on their own maybe should be going out, and the impact that has on the thing as a whole. It is not an easy question to answer, and I do not think you can answer it with one single program. It would be hoped that over the years or over the coming time that a lot of people are going to put their minds to it.

**The Vice-Chairman:** If I may, Mr. Minister, we are at a stage now where any member of the committee who wishes to pursue this line of questioning or anything arising out of the minister's opening statement can do so.

**Hon. Mr. Drea:** Mr. Carman is going to read you some figures.

**The Vice-Chairman:** Not to cut you off, Mr. Johnston.



**Mr. R. F. Johnston:** I should not have got into the dialogue about this and should have allowed you to do your presentation. I am sorry about that.

**Hon. Mr. Drea:** I do not know why. I asked you to.

**Mr. R. F. Johnston:** Rather than my responding to your responses to my questions, we can go into the estimates item by item so the other members can get involved.

**The Vice-Chairman:** I found it most constructive, but I just wanted to remind the other members that we—

**Mr. R. F. Johnston:** There were a couple of other things I raised, but I will try not to get involved in a dialogue now, but come back to them after your initial response later on.

**Hon. Mr. Drea:** I suppose it is my fault, Mr. Johnston. After the way the committee was run yesterday, I presumed that the committee liked the discussion thing rather than the line-by-line. However, I am always in the hands of the chairman. Do you want those figures?

**Mr. R. F. Johnston:** Yes, please.

**Mr. Carman:** Mr. Chairman, in terms of the vocational rehabilitation program and the assistance for disabled to find employment for the 1980-81 fiscal year, there were 1,411 placements in competitive employment and 381 placements in sheltered employment. That reflects the fact that the vocational rehabilitation services program is much more involved outside the sheltered workshops than in them. Then 79 persons were helped to maintain existing jobs and 220 were enabled to return to or be maintained in homemaking.

**Mr. R. F. Johnston:** Could I have those again?

**Mr. Carman:** They are 1,411, 381, 79 and 220. Those are the cases which were completed during that particular year. There are 1,400 cases roughly in process in any one fiscal year, and of those, some are brought to completion and some are not.

**Mr. McClellan:** Just before we leave that—and maybe we can come back to that when we get to that vote and item—how many people are not completed? Could we get that figure from vocational rehab and then have a look at the total picture?

**Mr. Carman:** Those figures added up are subtracted, I think, from 14,000.

**Mr. McClellan:** The problem is you have got

people who are on multi-year programs, so in any given year you are completing 1,400 out of a total case load of 14,000.

**Mr. Carman:** You are talking about how many wash out of the program.

**Mr. McClellan:** Yes.

**Mr. Carman:** We will get that figure for you.

**Hon. Mr. Drea:** We have also got some difficulty in that they may be in for one month or two months.

**Mr. McClellan:** Yes. This is why I would like to have a sense of the overall picture.

**Mr. Carman:** That question provides a useful introduction to what I was going to refer to in response to your notion, Mr. Johnston, that we have a 60 per cent success rate in the assessment program.

As part of the workshop review, I made a point of visiting workshops this past while. Our success rate in the non-MR workshops is not at that level at all province-wide. In fact, what they are finding is that their chances of success are dropping. What it reflects is the fact that the VRS program is moving to two other kinds of activities in order to get people back in the work force. One is actual post-secondary or secondary training; the other is on-the-job training. Those two things are actually occupying the bulk of the vocational rehabilitation program clients.

As a consequence, the workshops are—I do not think I should use the word complaining as I am not sure that is the appropriate word—noting that the kinds of clients they are having have a lower success rate than they had in the past. What this reflects is a number of psychiatric patients moving into the non-MR workshops, not just in the one which is noted here on page 71, but into a number of non-MR workshops, and the fact that the staff is utilizing other techniques to work with the people who have the capacity to quickly get back to the job.

What this is resulting in is a need to have a fairly fundamental re-examination of the kind of thing that is going on within the sheltered workshop, and that has to be part of the policy review.

**Mr. McClellan:** There is a sense they are increasingly obsolete because of advances that have been made in rehabilitating disabled people.

**Hon. Mr. Drea:** That is what I was pointing out before. But I would think it has to be emphasized there is still a very significant role for it.

**Mr. McClellan:** There is a role for something to serve the kinds of people it is serving. I do not think it is the sheltered workshops.

**Hon. Mr. Drea:** No, but the sheltered workshops per se have a role. It may be a different clientele entirely for them. As I said, that is the difficulty. It is not something that has deteriorated. It is something that just has not kept pace with a great number of developments which have been very rapid and very recent and are going to be more rapid and even more recent.

**Judge Thomson:** Could I mention that earlier this year, when I was in England, I went and spent a day at the Remploy program in London? There is much about that program that is very impressive. We were looking at it for the purposes of this policy review. There are only two issues that come out of it that we need to be careful about as we do the review. First of all, a large number of the people Mr. Carman was talking about who are not productive, even up to a certain point, are not in Remploy. They are off in the other kinds of life skills, whatever programs they have, whereas our network of workshops includes a number of those persons who may not be appropriate. That is why one gets into the issue of separating out those who are productive and who then become appropriate for the minimum wage and so on.

Secondly, when you go into their program, you wonder whether a number of the people who are there could be out into the regular work force. They are much more productive than I had expected. With some of them, I would have thought if we work it right, we should be able to develop an approach that has them assessed and placed with appropriate incentives, or whatever, into the regular work force, rather than setting up this separate operation.

I raise both of those points without taking away from what was a very impressive example of an operation that makes use of people in a productive way.

**Mr. R. F. Johnston:** I cannot remember just what the timing was on the review that you are doing. You said you hope to have some part of it—

**Judge Thomson:** Our hope was to have the policy review done by the end of this fiscal year.

**Hon. Mr. Drea:** There was one which was to be done at the end of the calendar year.

**Judge Thomson:** That is the analysis of the Ministry of Labour study you referred to.

**Hon. Mr. Drea:** Oh, yes, the Labour study.

**Mr. R. F. Johnston:** The other for the fiscal year?

**Hon. Mr. Drea:** The fiscal year.

**Mr. McClellan:** Do you ever have any discussion with the people in the Workmen's Compensation Board, the voc rehab branch, who are interested in setting up a Remploy program?

**Judge Thomson:** I have had some chats with some of them, like Barbara Earle and people like that.

**Mr. McClellan:** One of the problems is that the actors are all dispersed through a number of ministries. I have made the argument a number of times in other places, and here too, that it would really make sense to pull all of these programs together into a provincial manpower program that focuses on people who are traditionally excluded from the work force so that you get everything in one place and are not going off to look at Remploy in October and then the Workmen's Compensation Board is going off to look at Remploy in February.

You are doing your policy review and I am sure people in Wisocky's operation in the Workmen's Compensation Board have also done extensive studies on the feasibility of setting up a Remploy-type operation under the auspices of the Workmen's Compensation Board. And Barbara Earle has a third operation entirely within the Ministry of Labour. I am not sure that all these pieces ever come together in any way. I suppose we are the only ones—the opposition critics who wander around from committee to committee, feebly raising and bleating about these things—who know what everybody is doing.

2:50 p.m.

**Hon. Mr. Drea:** With the changes that are coming in WCB, I think it would allow for a much closer liaison. There were some artificial impediments in the past that were certainly not of our making.

I think you make a very good point. It really does not matter under whose auspices a particular place goes as long as there is a freedom of entry or purchase or whatever you want to call it. Except for that, I think we have to be somewhat realistic; certainly in the field of the developmentally handicapped, they have built their own. What you are talking about, I guess, is primarily in that non-MR area, for lack of a better phrase.

I think you are quite right, regardless of whose manpower policy it is splitting the jurisdiction, the obvious goal is into an occupation where one has reasonable expectation that he will have full employment. Otherwise, there have been some disastrous results. There is

nothing worse than training a person and having that person expend a great deal of energy and so forth, only to find out that it was a nice exercise and there is nothing at the end.

**Judge Thomson:** We have had fairly extensive involvement with the Ministry of Labour and its policy side as we have been doing this work, with Nick Ignatieff and Barbara Earle and so on, but not as much with the Workmen's Compensation Board, although we have sent them all the material as we have been working on it and they know the terms of reference and so on. We have not had much personal contact with them as we have gone through this.

**Mr. R. F. Johnston:** Were there other comments in the initial reply or do we want to move on to the items?

**Hon. Mr. Drea:** I thought there were a host of other things.

**Mr. Chairman:** Is it the wish of the committee then to proceed to the first vote item? That will still allow a fairly wide latitude for discussion I believe. It is on page six in the estimates book.

On vote 2901, ministry administration program; item 1, main office:

**Mr. Chairman:** I assure you I am not trying to speed up this. I will start a questioners' list here if members would like to address that vote. Mr. McClellan.

**Mr. McClellan:** This remains my favourite ministry.

**Mr. Chairman:** I knew this would shake things up a bit.

**Mr. McClellan:** I would really like to get some clarification and as this is a policy question I think it is appropriate to do it under the first vote. I would like some clarification of the distinction that the minister is making among the three classes of social assistance recipients.

First, let me say all praise and honour to you, Frank Drea, for taking away the distinction between permanently unemployable and totally disabled. You and your staff deserve an enormous amount of credit for having achieved that and, without reservation, I extend my congratulations to you and to the ministry and everybody who worked on that. I think that is marvellous. I say that without reservation.

**Hon. Mr. Drea:** Just before you get to the "but"—

**Mr. McClellan:** You are entitled to savour that.

**Hon. Mr. Drea:** —Mr. Alfieri, who is at the

back of the room, has had to grapple particularly with that for at least 12 years that I know of personally. I do not know how much longer.

**Mr. McClellan:** Since 1964.

**Hon. Mr. Drea:** No, for 14 years that I am aware of.

Secondly, Mr. Borczak, the chairman of the Social Assistance Review Board, had to grapple with it during his career in the ministry. I want to make this very clear. I had not been the minister for more than 48 hours—I took over on a Friday—when Mr. Borczak braced me with that question, on the Monday or the Tuesday. It was not really in the form of a question. I think Mr. Borczak deserves a great deal of the credit you would want to give him.

Now let us get to the buts.

**Mr. R. F. Johnston:** How about the sexism?

**Mr. McClellan:** I am not sure whether I have legitimate buts or whether I am just confused about what you are talking about. I do not understand the kind of distinction you are making among three groups. Let me set out my concerns.

I think I said in the House earlier that on face value it looks as if you are setting up a good-guy, bad-guy group, with the long-term assistance recipients, whom you refer to as pensioners, being left at the provincial level and the short-term people being moved over to the municipal level. Then I look at what is happening in British Columbia, with Grace McCarthy once again on the rampage against the equivalent of general welfare assistance recipients and the government there harassing full-support mothers, et cetera, and I get nervous; so I want to understand what it is you are talking about, first of all, before I draw any conclusions.

**Hon. Mr. Drea:** First of all, I think you should look at the speech that was delivered to the Ontario Municipal Social Services Association. You have read it?

**Mr. McClellan:** Yes.

**Hon. Mr. Drea:** For the first part of that speech we were taking an historical look. What we wanted to do was to accept the reality of the situation, that the parents or anyone associated with anyone who is developmentally handicapped did not consider themselves to be in any way in receipt of social assistance. It was really a pension or something other than the magic words social assistance.

Mr. McClellan, whether you or I or anyone in this room likes it, or whether the professionals in the field like it, there is a connotation in North



America to those magic words. The people who are declared disabled or permanently unemployable — the medically unfit, shall we say, just for generalization — did not consider themselves to be on welfare. They were in receipt of a pension or a disability award or what have you. What we wanted to reinforce was that however we might want to reform the delivery system structure, in no way, shape or form were we going to alter the position, both real and by image, of those who were not able bodied.

Secondly, it was not short-term or long-term in the case of the others. It was a question of putting the medically certified, because I do not like to use the word disabled, into one complete category. You will notice that we point out in that OMSSA speech that the avenue in the community or the opportunities for their potential are community-based programs which are, one way or the other, entirely funded by the province.

**Mr. McClellan:** I understand the first group. What I do not understand is who is in the second group and who is in the third group and who is going to do what to whom.

**Hon. Mr. Drea:** Let me see that opening statement. Where was that, Mr. McClellan?

**Mr. McClellan:** On page two at the bottom.  
3 p.m.

**Hon. Mr. Drea:** There is no question about the first part. You wanted a reason as to why we put them out there. It is not a question of good guys and bad guys; it is on the basis of a medical certificate or a medical determination. It includes the permanently unemployable, the disabled who used to be in that category of allowance, the developmentally handicapped, the physically handicapped, et cetera.

**Mr. R. F. Johnston:** There are some disabled who will not be in that category. I am thinking of the letter you received from the Ottawa family service centre about some of the short-term disabled people, people who have had mental illness and are basically on GWA.

**Hon. Mr. Drea:** Yes, but they have not been certified. I am talking about certification under the existing FBA rules, if you want to call it, or whatever. The second group of people are able bodied — there is no question about that — who should be on GWA. They were not in a long-term position. The third group are able bodied, but these people, as I point out in here, require various levels of support services if they are to be self-sufficient. You want the categories who are in there.

On the family benefits side, there is the single-parent mother — Mr. Alfieri, would you like to sit in with me on this?. On the FBA side of that third category we have the females on mother's allowance. Who else would we have in that third category?

**Mr. Alfieri:** Basically, the third category consisted of those individuals who, although able bodied and, therefore, physically able to be self-sufficient, to work, were in a situation, social or otherwise, which prevented them from immediately doing so. The feeling was that it was necessary to address the needs of those individuals, not only in relation to social assistance needs, but also in thinking of the long-term requirements.

For instance, in the case of a mother with a couple of children of school age, those children eventually will grow older and their need to remain at home will no longer be there to the same degree. There was a need to address those requirements during the time when the person was in receipt of social assistance so that when the time came when the individual would no longer be required at home, then some plan would have been made for the future as opposed to, all of a sudden, being faced with a situation where the person would become ineligible for assistance and not have any skills relating to self-sufficiency.

**Mr. McClellan:** I understand that, but how does transferring down to the municipal level have anything to do with that objective?

**Hon. Mr. Drea:** We will come to that. I thought you wanted to know who were in the categories.

**Mr. R. F. Johnston:** You keep some in one category at the provincial level and then you dump some on the municipal level.

**Hon. Mr. Drea:** No, we are not dumping.

**Mr. R. F. Johnston:** Pardon me, I am very suspicious of the way municipalities deal with their general welfare recipients already, though not as suspicious as I am of Durham region or Kent county or wherever it is where they are talking about workfare. Yes, I am suspicious.

**Hon. Mr. Drea:** I have not heard anyone talking about workfare, Mr. Johnston.

**Mr. R. F. Johnston:** You have not read Mr. DeHart's comments about it? I will get you the Durham papers on that. He is the chairman of the social services committee out there. Essen-

tially, he was talking about welfare mothers having their children taken away from them so the mothers can go out and work.

**Hon. Mr. Drea:** I am not taking their children away from them.

**Mr. R. F. Johnston:** I have it right here. It is incredible stuff.

**Mr. McClellan:** The point is that there is a substantial difference in the spirit in which the Family Benefits Act is administered by your officials and the way the General Welfare Assistance Act is administered by municipal officials. If you are not aware of that, you should be.

**Hon. Mr. Drea:** Would you be a little bit more specific? We operate under the same rules.

You may be talking about administration or something, but under the FBA we only casually visit the house from time to time. We have no presence in the community if someone wants to find us.

But I would like to know what you are talking about—that the municipalities—

**Mr. McClellan:** You go into one of your regional offices—I do not know how to explain it to you if you do not know it. The difference is simply in the way you are treated by the worker when you go into the office, the way the eligibility determination process takes place. You guys do it much more humanely and sensitively than do the municipalities. That is the simple reality. It is still true in 1981.

I do have a concern when you state your objective, as Dominic has done, about wanting to put in place support services so that when a sole-support mother is at the end of the period of eligibility for assistance, she is not totally unprepared to come back into productive employment. How that is going to happen at the municipal level I do not have a clue.

**Hon. Mr. Drea:** I do not think you can make a general statement that the municipal operations, in their totality, are always inferior to ours.

**Mr. McClellan:** I am sharing my experience with you.

**Hon. Mr. Drea:** First of all, you have to look at the reality. Since you are basing it on experience, from my experience with the Scarborough branch of Metropolitan Toronto social services, which is relatively close to me, before coming into this ministry and since being in this ministry I have not found one iota of difference between going to the Scarborough Town Cen-

tre to see a professional social assistance worker and going over to Eglinton Avenue East to see a professional social assistance worker, regardless of who pays and whose flag is on the door.

**Mr. McClellan:** Have you ever been to the George Street office? I bet the chairman knows about the way the George Street office is furnished. If you have not been there, you should go.

**Hon. Mr. Drea:** I have been there. I said that.

**Mr. McClellan:** It does not compare with any of your offices in Metropolitan Toronto. There is nothing in Metropolitan Toronto that your ministry operates that is the slightest bit similar to the kind of thing that the George Street welfare office represents in this city.

That is simply illustrative of the point I am trying to make. I do not intend to debate it with you because I do not think it is a debatable point.

**Hon. Mr. Drea:** Well, I may.

**Mr. McClellan:** That is your problem.

**Hon. Mr. Drea:** But you are making accusations here. You are levelling them at my feet. I talked about Scarborough. Now you are down to George Street. We are getting a little bit more specific.

I do not think there is one single iota of difference. Mind you, in recent months I have not been to either one in Etobicoke—where is our west-end office?

**Mr. Alfieri:** Kennedy Avenue.

**Hon. Mr. Drea:** I find a place like the Metro offices in the Lakeshore area multi-services project on the Lakeshore certainly well above average, if you want to discuss the decor. I find it a very progressive place. That is run entirely by Metro social services.

You can go to the region of Peel and certainly in one other area—and I think this has to be brought out—the offices in the Ottawa-Carleton district are an entirely new concept, a very progressive one. They are not the traditional type of social assistance offices, either in decor or in program.

If you have concerns about the ability of the municipality to carry that out, that is fair comment; or if you have specifics, okay, we can debate the merits of various offices.

**The Acting Chairman (Ms. Fish):** I was going to suggest, Mr. McClellan, you had a question prior to the discussion on offices, that spoke to

the shift in the case load from the province with municipal involvement. I wonder if you might wish to pursue that aspect.

3:10 p.m.

**Hon. Mr. Drea:** Could I answer part of that beforehand because there is one thing that has to be brought out? First of all, Frank Drea did not think this up. Second, Grace McCarthy did not think it up.

Mr. McClellan, I do not know what the constant innuendo is about me and Mrs. McCarthy. I have met the woman once. The first time I knew she was the social services minister in British Columbia or was doing anything was long after the first week in June when I announced this. I read a little clip in the *Globe and Mail* some time early in October.

I thought she was still the provincial secretary out there. I used to deal with her on car insurance. I know you have not made implications or anything, but I just want to set that straight.

The reason I say Frank Drea did not think it up is that for many years the professional organization of municipal social services administrators had presented resolutions at their annual meetings, which obviously involves a dialogue with the senior partner in social services, which is the province. Maybe Mr. Alfieri would like to tell you how many times this has been presented.

What they were arguing is they have come to the point of maturity where they did not believe there should be a fragmented delivery service in the community. It was on the basis of those professional representatives' arguments—and I have never heard the word "workfare" from any of them—that I made my decision.

How many times have they asked for that in a formal resolution? I have to presume that when senior municipal officials—and most of them are from very large municipalities; indeed, regional governments—put forward a resolution to a provincial minister, it may not have had the formal vote approval of the council, but I do not think they would do it in isolation, year after year, without the full knowledge of the elected municipal authorities. That is why I made my decision. I did not go out and impose this. I responded to something that had been growing in intensity and desire for many years.

I do not want to mislead anyone. There are some municipalities that are adamantly against this. You should see the names they call me—et cetera, et cetera, et cetera. But I must admit my

fan mail from councils and from people is running predominantly in favour of this, for whatever that is worth.

**Mr. McClellan:** So it is your intention to transfer sole-support mothers to municipal administration?

**Hon. Mr. Drea:** That part of the case load, yes—provided the municipalities agree to what obviously has to be a new funding formula.

There is no question that where the province has been paying 100 per cent—and, indeed, on certain other matters in the area of 50 per cent or 60 per cent—there has to be a new funding formula that can be reached. Part of that funding formula has to provide for the municipalities to do more than issue a weekly or monthly cheque. That local delivery service has to be able to develop programs.

I am not going back to the monthly cheque. It has never worked. It is obviously futile.

So bearing those assumptions in mind, yes. If they refuse the funding formula and we cannot negotiate one, that is the end of it.

**Mr. McClellan:** Presumably you will need new legislation.

**Hon. Mr. Drea:** Yes.

**Mr. McClellan:** Do you have a timetable?

**Hon. Mr. Drea:** No, we said in the speech we wanted to set up a number of—and I hate to use the words pilot projects, because they are far more than that—projects in varying areas of the province, because there are different sizes of municipal units, taking into account the regional, municipal or county units, and, while doing those and gradually expanding, work out the problems, because there are always problems at the administrative end. That is how we planned to do it.

**Mr. McClellan:** Do you need legislation to set up pilot projects?

**Hon. Mr. Drea:** No.

**Mr. McClellan:** How would you do that? Under what authority would you deny someone entitlement under the Family Benefits Act and—

**Hon. Mr. Drea:** We are not.

**Mr. McClellan:** How would you do that?

**Mr. Alfieri:** Under the pilot projects the intent would be that the authority to direct the family benefits would be delegated to the municipal administrator and the individual would still receive family benefits, albeit the administration would come from the municipality. There would still be a family benefits cheque



with all the benefits relating to it. What we will be testing is a streamlined delivery system where only one worker would be dealing with one client and so forth.

**Hon. Mr. Drea:** And the service component.

**The Acting Chairman:** Are there questions or further discussion on this item?

**Mr. R. F. Johnston:** I want to raise the matter of the workfare business. I knew I had kept some of DeHart's wonderful quotes. This was his proposal essentially as reported in the Oshawa Times.

"Oshawa Alderman John DeHart, chairman of the regional social services committee"—not just anybody—"opened the barrage on welfare recipients by announcing that it was his opinion that unwed mothers who would have to raise their child on welfare should be forced to give their child up for adoption." That is number one; and it goes on.

In response to DeHart, another person suggested that was not the solution: "Let's not start snatching babies away from their young mothers," he said. "What we should be doing to reduce the number of welfare recipients is to get the welfare bums off welfare. They should be forced to work for their public financial assistance."

I do not believe the notion of workfare is dead at all in the municipalities.

**Mr. McClellan:** As a matter of fact, there is a very prominent exponent of workfare currently in the Ontario cabinet. His name is Gordon Walker, and before he was in the cabinet he used to make workfare speeches.

You may think this is amusing; I find it terrifying—

**Hon. Mr. Drea:** I do not find it amusing. Now let us not start that stuff. You are dead wrong. He said it while he was in the cabinet.

**Mr. McClellan:** One of the places where there was a concerted effort to float this particularly odious balloon was in London, Ontario, and it was not that long ago, within the past two or two-and-a-half years. So if you think the notion of welfare bashing is somehow passé at the municipal level in Ontario, you are dead wrong. It is not even particularly passé within your own ranks.

**Hon. Mr. Drea:** Are you accusing me of it?

**Mr. McClellan:** No, I am not.

**Hon. Mr. Drea:** What individual cabinet ministers feel in terms of social objectives is

very interesting. It is much along the line of the question I was asked yesterday. I think you asked it.

**Mr. McClellan:** Yes, I did.

**Hon. Mr. Drea:** You asked me what was going on in someone else's mind.

**Mr. McClellan:** That is the only way I could ask the question; I had to ask you.

**Hon. Mr. Drea:** That solves a lot of difficulties for the Speaker, because he really did not know why you asked me, but in any event—

**Mr. McClellan:** I could not ask the person I wanted to ask.

**The Vice-Chairman:** However, that is not a subject for these estimates.

**Hon. Mr. Drea:** Various people advocate workfare. The city of New York—which is hardly a retrogressive area, and not because of Mr. Reagan—for purposes of GWA, or as they call it, home relief, have a mandatory work program. They have found it to be very successful. Other places have adaptations of that and I think we could go into all kinds of areas. Many of them are not successful.

If someone is going to suggest that workfare is the universal answer to the problem of social assistance, I part company with them, period. It is not the universal answer. People may suggest that various work projects are part of the arsenal, if you want to call it that, but it depends upon the project.

Certainly anything run by a local delivery service, any single one, will be guided by very firm rules, or guidelines, or whatever you want to call them, by the province. You should know that because we have to have those rules or the federal government will not get into its sharing. We have rules imposed upon us. They are relatively simplistic and there never has been a quarrel about that, but as you know, Mr. McClellan, I cannot assign or agree to or subsidize anything that has a residency requirement in the field of social assistance, or the federal auditors are in and our entire sharing goes away.

**3:20 p.m.**

What people believe is an answer or a solution, fine; they have every right in the world to say so, but to put it more positively, I think the determining issue at the time of the legislation is what are the rules, not what an alderman says.

**Mr. R. F. Johnston:** I was only responding to your incredulity that such a notion as workfare would be bandied around anywhere.

**Hon. Mr. Drea:** You had something that really raised my eyebrows and that was the state forcibly removing a child.

**Mr. R. F. Johnston:** John DeHart is relatively famous for some of his comments. He is in the position of being the chairman of the social services committee for Durham region.

**Hon. Mr. Drea:** The only thing I know about Mr. DeHart is that I met with him and a group of other people in my office once and he made some remarks about me outside, and about the Minister of Health (Mr. Timbrell) and someone else, which you are perfectly entitled to read into the record. I do not get unduly excited about Mr. DeHart's comments.

**Mr. McClellan:** The problem remains that this turkey is the chairman of the social services committee of a major regional municipality.

**Hon. Mr. Drea:** Notwithstanding his present comments, he obeys the rules. I should put it another way: He may be the chairman of the social services committee, but social services are handled in that particular area by someone else who operates under the rules.

**Mr. McClellan:** When I was in your ministry, when it was in a previous incarnation, when it was still Social and Family Services, I took a little welfare training course, when I was a welfare worker. My teacher stated a little aphorism that I have always remembered, "You can make your rules and laws as neat as you please; what counts is the spirit of administration." This happened to be a quote from Aneurin Bevan. He was dead right.

**Hon. Mr. Drea:** That was a long reincarnation ago. He didn't teach you? Or else you have been masquerading for some time.

**Mr. McClellan:** He was a refugee from Saskatchewan who obtained employment in—

**Hon. Mr. Drea:** Oh, I see: It's not Rome, Italy; it's Rome, Georgia.

**Mr. McClellan:** At any rate, that happens to be the basis of my concern. I said it at the outset: there is a substantial difference in the spirit of administration of social assistance legislation at the provincial level and that at the municipal level. We can just agree to disagree about that, but I think I am right.

**Mr. R. F. Johnston:** There is a whole lot of pressure on that too.

**Hon. Mr. Drea:** Perhaps I can bring it more into perspective if I say this. I have always had the greatest optimism about the municipal component of services in this province. I know

that on occasion I have been criticized for putting too much faith in municipalities. There may have been a time in this province when municipalities could not be expected to have the sophisticated or complex or modern services, or whatever description you wish to put on them, all the way from roads and sewers right on up to soft services.

When I look at the professional people in the municipality of Metropolitan Toronto, from Mr. Tomlinson on down, when I look at people who have developed the municipality of Metropolitan Toronto social services—Mr. Anderson is at the back of the room and he had a great deal to do with that—when I look at the regional municipalities of Peel, of Hamilton-Wentworth, of Niagara, I find they are very mature, very sophisticated and perfectly capable of carrying out a service I think has to be, at the delivery end, primarily local if we are to accomplish what we really intend to do. That accomplishment is to make people as self-sufficient as possible. If you want to disagree that there is no potential there, you—

**Mr. McClellan:** In your speech you say, "At the local level some municipalities have developed a network of social services, such as day care, life skills training and employment counselling," et cetera. Leaving out day care because I know the answer to how many municipalities have day-care programs, how many municipalities have life skills training and which ones are they? How many municipalities have employment counselling and which ones are they?

**Judge Thomson:** The only one that leaps instantly to mind for me is the Peel program, Project 2000, which I think does in fact combine most of them.

**Mr. McClellan:** That is one.

**Hon. Mr. Drea:** The city of Windsor.

**Mr. McClellan:** That makes two.

**Hon. Mr. Drea:** Metro?

**Mr. McClellan:** I am not aware that Metro does have.

**Mr. Alfieri:** Between the life skills and employment services I cannot outline the number, but there are 13 municipalities which do have work activity projects. For instance, there are many municipalities which provide different degrees of employment related services, all the way from life skills to location efforts, to the purchase of counselling services that deal with these kinds of activities.

I cannot speak as to the numbers, but most

large municipalities have a number of services ranging all the way from work activity to employment counselling and life skills. I would be happy to get you the number.

**Hon. Mr. Drea:** Dominic will compile you a list of them.

**Mr. McClellan:** I will not belabour it. I have argued for a long time that there needs to be a rationalization of the administration. It always has made more sense to me that the province should increasingly assume the responsibility for administration precisely because the province is in a position to do it within the context of a provincial manpower policy, the kind of thing I was talking about a minute ago.

Also, the province has the resources and could more easily develop the resources and expertise to put in place, not just the single level of administration, the one-shop administration for income maintenance purposes, but the range of support services which have a manpower, counselling, retraining, placement focus, to assist, in particular, sole support mothers to get back to the work force.

We are not quarrelling with objectives. We are looking at the best ways of accomplishing an objective. I just express an enormous degree of apprehension about the capacity of municipal government to respond in ways that are going to meet those objectives, combined with the kinds of anxieties I have about the way they administer welfare. That is based on my experience, which goes back a fair bit.

**Hon. Mr. Drea:** In all fairness, at the time that Mr. MacEachen authored the Canada Assistance Plan Act, the federal government had exactly the same concern about the 10 provinces, and indeed wrote into the Canada Assistance Plan Act certain basic protections that were aimed at certain ennobled traditions in certain provinces. I think you always want to make sure that a program is delivered as anticipated, therefore you have to fund it and make sure that the resources are available and also in order that there cannot be a temptation, because there is always temptation in an unstructured program for which you therefore have to write in rules and regulations.

I do not think we are doing anything radical. We are looking at something I think is very basic. If you are going to have the delivery of social services they have to be in conjunction with the community. If the province is going to do the total delivery, the province is very remote here in Queen's Park; it is even remote from Scarborough.

**Mr. McClellan:** If you do not do it on a provincial basis you are going to end up with disparities in the level of service and in the style and expertise of administration. Look at what is going to happen in northern Ontario.

**The Vice-Chairman:** Mr. McClellan, would you excuse me from the chair? I reminded you about the youth employment counselling centres that Mrs. Birch and I are responsible for. We have 10 open now. It is age specific, but I hope we are partly addressing the issues.

**Mr. McClellan:** You are not. I appreciate being reminded of that, though. The problem will be in areas like northern Ontario or eastern Ontario, with municipalities that are not able to offer the same level of service as Metropolitan Toronto or metropolitan Windsor. Unless you do these things on a provincial basis, I do not think you can deal with that problem.

**3:30 p.m.**

It is not as though we have the complete package in place and we are moving it from the province to the municipal level, because we do not have it in place. The network of support services to assist sole-support mothers to get back to work, for example, is just starting to be developed. It would make sense to me if there was a developed system that you were moving from one level to another, but I just have apprehension, particularly since you are decentralized on a regional basis, that kind of sensitivity to the local community has already been built into the provincial system.

**Mr. R. F. Johnston:** Supposedly.

**Mr. McClellan:** Supposedly; well, I have optimism about that. It will be.

**Hon. Mr. Drea:** How can you justify, for instance, with all of the gaps you have identified, having in certain areas the provincial office and the municipal office across the street from each other?

**Mr. McClellan:** I have argued that it makes sense that the province take over the administration of general welfare assistance. I have been arguing that for the last six years.

**Hon. Mr. Drea:** If you want to argue from that point of view, obviously that is pretty fundamental. I do not happen to think in the field of social service a totally centralized—

**Mr. McClellan:** We are talking about income maintenance; we are not talking about social services. That is one of the problems in Ontario. We have not even made that distinction of separating the services. Judge Thomson knows



what I am talking about. We say social services, we mean income maintenance, and if you are getting income maintenance you automatically get a social worker attached to that part of the package. It is possible to administer an income maintenance program as an income maintenance program and to separate it entirely from the social service component.

**Hon. Mr. Drea:** It may be possible to do it administratively and I think you can do anything administratively. On the basis of your own background I do not think you would advocate such a course.

**Mr. McClellan:** I am sorry, but I do not think just because I may be in need of money on a long- or short-term basis that I am somehow also in a pathological condition of some kind, not using that as a derisive term but as a clinical term; that I am somehow in a state of pathology that I require services. It may be that I just require money.

**Hon. Mr. Drea:** All I suggest is, if you require money over a prolonged period of time then obviously you have certain community problems and therefore I think that services—you may reject them; there is not a darn thing you can do if someone rejects them. But I think you cannot separate the problem over a prolonged period of time. If a person has been in total receipt of social assistance for no ascertainable, permanent reason then I really think you can look at either the municipality or the provincial government, whoever is responsible at the moment, and say, "Hey."

**Mr. McClellan:** Sure, but I am just saying it is not an automatic relationship. Just because I need social assistance it does not mean I need a social worker bugging me. I say that as a social worker.

**Hon. Mr. Drea:** That is absolutely right and I do not think any social worker would disagree with you and neither would I. Unless you get to a prolonged period of time.

**Mr. Carman:** Mr. Chairman, perhaps I could just respond to the two questions Mr. McClellan raised, one on northern Ontario and the equalization and the kinds of services involved, and the other on the question of passing on a responsibility before it is fully developed at the provincial level.

In terms of the former, one of the significant questions that has to be addressed is: which municipal governments would have this additional level of responsibility? Clearly there will be parts of the province where the province will

continue to provide the service to eligible mothers under the Family Benefits Act for some time to come. Even at the end of the pilot project I would expect there will be some kind of phased-in period, and the move from the provincial program to municipal delivery will only take place where a municipality has demonstrated it has the capacity to do the things outlined in the minister's address.

On the second point, the question of not having a package that is ready: I think what is ready are the elements of the package you have demonstrated, such as the St. Clair West sole-support mothers' project that is being done jointly between the Canada Employment and Immigration Commission and the ministry. We would anticipate that kind of service being developed between CEIC and the municipality in the future. The expansion would run from that type of pilot, and as you know, there is more than just that one pilot.

Perhaps the impression is left that we are going to piggyback on the existing range of employment services in the community. If that impression has been left, that is incorrect. There is a very substantial developmental program involved. There is a very substantial evolution which is required in order to get to the stage that we visualize in the policy.

It is not something that is going to happen overnight. Yet the decision was taken that if it makes more sense to operate at the municipal level, you may as well start to develop there—do the staff training and get the development going, based on models which now exist at the provincial level and expand at that level.

I do not think one should look to an overnight implementation of this policy from a rather modest series of programs, at the present time around employment services, to a sudden, frenetic type of activity where every sole-support mother is processed for some kind of employment-readiness program. That is just not going to happen. It is going to be much more evolutionary.

**Mr. R. F. Johnston:** Part of the reason some of us end up with a feeling that there is a strange double standard going on here and, again, further unnatural divisions that are not necessary within the income maintenance side of things—you overcame one and I think it is great that you do not have that distinction any more—

**Hon. Mr. Drea:** Excuse me. That may be clouding the issue just a little bit, on the grounds that we have done that over in one area.

**Mr. R. F. Johnston:** Oh, no. I am just saying I am pleased we have done that.

**Hon. Mr. Drea:** Oh, I know.

**Mr. R. F. Johnston:** My feeling is that I find it hard to understand that this is necessary the way this is going. At the same time—

**Hon. Mr. Drea:** Can I just say one thing? The decision on the disabled was a decision that should have been made 12 years ago, regardless of what structure we were trying to advocate in a delivery service. That had nothing whatsoever to do with it. The timing may have been coincidental, that is all.

**Mr. R. F. Johnston:** A community can meet those people's needs at a municipal level. In terms of the other kinds of support the disabled need, or the permanently unemployable people need and in terms of where they are living, is also something that can be delivered at a municipal level.

All these kinds of things are part of the network at the municipal level. Why not let the municipalities take that part over too? Why do we end up with, at this point—and we believe there is a double standard—more money for certain sections of this group and not for others, like the general welfare side of things? One begins to think that perhaps there are double standards when we see this.

**Hon. Mr. Drea:** No, Mr. Johnston. The availability of funds was limited. There was an unfair distinction between persons designated as permanently unemployable and the artificial distinction of being designated for a higher rate of pay, for those who were disabled. It was unfair in its essence. It had to be eliminated. It became the top priority.

The problem, as I understand it—and I want it clearly understood I have not asked any of my predecessors why it was not done. I have sat around, I do believe it was in this room, before you were elected, Mr. McClellan. The year or two I was on social development—

**Mr. McClellan:** I used to come down here in the 1960s for the estimates of this ministry and watch the same question being raised.

**Hon. Mr. Drea:** Having my continued optimism that everyone recognizes inequities and so forth, I conclude that this was always made the last priority in any given year. Okay, this year, artificially, it is the first priority—

**Mr. R. F. Johnston:** I think perhaps the general welfare recipient was always at the bottom of the list, and seems to be again. This year, we got an eight per cent increase for some categories, but single, unemployed men and women do not get that increase. Families in need because the principal breadwinner is unemployed for a long length of time are not covered by this kind of thing. Someone receiving general welfare assistance that way—

**Hon. Mr. Drea:** But, Mr. Johnston, I moved in the shelter subsidies, which was the prime concern of municipalities that had that very same problem. If I had been motivated by the mayor of Windsor and the mayors of a couple of other areas, this was a very acute problem for them, and I met that priority. Anyone would have.

3:40 p.m.

**Mr. R. F. Johnston:** All I am saying is it is very clear to me that the group which is already at the municipal level and being handled at that level farther from you at the moment is not doing as well this year out of the budget as the area you are responsible for directly in terms of family benefits, et cetera. Is that not true?

**Hon. Mr. Drea:** Yes. It is true.

**Mr. R. F. Johnston:** It coincides with the move to start what you want at the municipal level. Sorry if I seem suspicious—

**Hon. Mr. Drea:** Do you want me to reverse it? I have a resolution from a couple of municipalities saying stop the whole thing. I have a formal resolution from two counties calling me all kinds of names. I should never have done anything. I have ruined a lot of things, particularly with the mandatory shelter subsidy.

**Mr. R. F. Johnston:** They are worried about how much money they are going to get stuck for. Municipalities have been stuck by this province now in the last number of years—

**Hon. Mr. Drea:** Please, now—

**Mr. R. F. Johnston:** I am not placing this on you. This is on Treasury—

**Hon. Mr. Drea:** No.

**Mr. R. F. Johnston:**—not transferring proper funds to them. That is why welfare recipients have always got the gun to their heads at the municipal level.

**Hon. Mr. Drea:** Just a moment now. In fairness to me in this one, I relieved the municipalities of certain administrative expenses. You know that.

**Mr. R. F. Johnston:** Yes.

**Hon. Mr. Drea:** They used to have an administrative expense to pay out the shelter subsidy to family benefits recipients. I removed that. We pay them a cheque direct from here. I do not dump on people. If I can remove an administrative thing that will give them more flexibility and more money to meet their needs, that is exactly what I look for.

**Mr. R. F. Johnston:** I did not say you. What I said is I cannot blame them for being suspicious when they have had smaller and smaller percentage transfer payments from the province—not from your ministry, from the province. They have to keep raising property taxes to handle all their things, whether it is social services or otherwise.

The general welfare side of things always comes under greatest attack at the municipal level because that is the area property owners resent the most. No one is going to deny that. I hope we are not naive enough to believe that is not the case. Now we are going to dump another group of people for them to administer; in the pilot project you are going to pay for it. Right?

**Hon. Mr. Drea:** We are committed to paying—

**Mr. R. F. Johnston:** The pilot project is going to be administered—

**Hon. Mr. Drea:** Oh, no. I am not dumping. If I was intending to dump, I would not set up pilot projects or anything else. I would just march into the Legislature and dump. I am not doing that. You are quite right—

**Mr. R. F. Johnston:** You try.

**Hon. Mr. Drea:** I am not.

**Mr. R. F. Johnston:** No. I said you could try to do that if you wanted to. Do you intend to—

**Hon. Mr. Drea:** I am saying we are not dumping. I do not know whether you were in the room, but I put forward to Mr. McClellan that when we talk about this I want kept in mind three assumptions we have to reach, not on the basis of what we do on a pilot project but perhaps as the results—we have to reach a consent with the municipalities on the degree of funding, because it is not going to be 80-20.

**Mr. McClellan:** It is not going to be 100 either from what you are saying.

**Hon. Mr. Drea:** It is not going to be 80-20. We have three ranges in there. We have 50-50, we have 70-30, we have 80-20 and we have 100.

**Mr. McClellan:** Let us just focus on this then. This would be the last thing I would want to raise on this. When you move the third group

over and you get past the pilot project stage, which I assume would be 100 per cent coverage for the cost of the social assistance—

**Hon. Mr. Drea:** Unless we change the law, automatically it would have to be.

**Mr. McClellan:** What happens when you move beyond the pilot project phase? Is it your assumption that the municipality will have to pick up a percentage of the cost of the social assistance benefit component of this for the third group?

**Hon. Mr. Drea:** You are talking of the direct income maintenance or of the social services, which?

**Mr. McClellan:** No, I am talking about income maintenance; not administration but the cost of the benefits.

**Hon. Mr. Drea:** No. I do not think it would be that specific that we would reach a funding formula based upon an enriched social services component, which takes it into entirety. I do not deal with the income maintenance side alone.

The whole purpose of this is to provide delivery of program, not just delivery of cheque. That program has to be paid for. In many cases, it is not up to par at the moment only because of lack of resources. In some places it is not there because of professional resources. Those things have to be developed and we are willing to pay for that.

**Mr. R. F. Johnston:** But in the hard terms of the income maintenance side of it, which you are now picking up 100 per cent, are they going to be picking up a portion of that after you are finished with your pilot projects? No matter what package you are putting in, the reality of it is—

**Hon. Mr. Drea:** The reality, Mr. Johnston, is if we were only dealing with income maintenance we would not do it. It is a total package of services in the community of which income maintenance is one. We will pay for an enrichment of that total component.

**Mr. McClellan:** That may be your negotiating position, but let me suggest that as you sit down with the municipalities, you are going to have to look at the separations.

**Hon. Mr. Drea:** Mr. McClellan, there may be a lot of negotiations—

**Mr. McClellan:** They are not that stupid.

**Hon. Mr. Drea:**—in the thing. But in a few of the remarks that Mr. Johnston made about the reluctance of the municipalities to get involved



financially, et cetera, and how they somehow take it out on general welfare assistance recipients—

**Mr. R. F. Johnston:** I said that is where the pressure is on when they have to raise their property taxes. Is it not? Sure it is.

**Hon. Mr. Drea:** I am very popular with municipal leaders, other than a couple, who are not the ones you have read about.

**Mr. McClellan:** If you expect to be able to transfer a significant portion of the burden of provincial social service expenditures—income maintenance, services, or whatever combination—on to municipalities and on to the municipal property tax, I think you are whistling through your hat.

**Hon. Mr. Drea:** I am not doing that at all. I would be whistling through my hat if I tried that. I would not waste my breath. I am a property tax payer too, you know, in a municipality.

**Mr. McClellan:** We will see.

**Hon. Mr. Drea:** You may yet commend me as you did at the start of the proceedings.

**Mr. McClellan:** I may indeed. I may.

**Mr. R. F. Johnston:** God knows. We have not had an opportunity to talk to you since September 7. My God.

**Hon. Mr. Drea:** Oh, you were here two days.

**Mr. R. F. Johnston:** Did you want me to go on longer than I did?

**Hon. Mr. Drea:** No.

**Hon. Mr. Drea:** I made my opening statement short so that—incidentally, I lose a dollar. They said that Mr. Johnston would do it before Mr. McClellan. That was a bet between my deputy and me.

**Mr. R. F. Johnston:** I congratulate you.

**Hon. Mr. Drea:** Yes. I thought you would be first and Mr. McClellan second.

**Mr. R. F. Johnston:** He is much more magnanimous than I am.

**Mr. Chairman:** Before we start taking bets, are there any more questions on item 1, main office?

**Hon. Mr. Drea:** It is not taking, it is making.

**Mr. Chairman:** If there are no further questions on item 1—

**Mr. R. F. Johnston:** This is all part of item 1. This is Social Assistance Review Board.

**Mr. Chairman:** We are dealing with vote 1, but we are doing item 1, which is the main office.

**Ms. Fish:** Item 1 is just the main office. It is not 2901.

**Mr. R. F. Johnston:** I see. Fine.

**Mr. Chairman:** We are going item by item.

**Mr. R. F. Johnston:** I did not know we were going item by item.

**Mr. Chairman:** Shall item 1 carry?

Item 1 agreed to.

Items 2 to 5, inclusive, agreed to.

On item 6, information services:

**Mr. R. F. Johnston:** It is less than last year. I am anxious to congratulate you again. Why is it less?

**Mr. Carman:** Sir, which one are we on?

**Mr. R. F. Johnston:** Item 6, information services. It is down as less than your actual, although more than your estimate from last year.

**Mr. Carman:** It is probably due to some project which was in last year and is not in this year. But we will check and get you the answer.

Item 6 agreed to.

On item 7, legal services:

**Mr. R. F. Johnston:** Is this a transfer amount in terms of the Attorney General's office?

**Hon. Mr. Drea:** Yes.

**Mr. K. F. Johnston:** How much of that goes for the Social Assistance Review Board?

**Hon. Mr. Drea:** None.

**Mr. R. F. Johnston:** None. That is all just straight for the ministry?

**Hon. Mr. Drea:** Mr. Borczak can explain that, but it is my understanding that the solicitor or the counsel for the Social Assistance Review Board is not paid by the Attorney General.

**Mr. Borczak:** That is correct.

Item 7 agreed to.

Items 8 and 9 agreed to.

On item 10, Social Assistance Review Board:

**Mr. Chairman:** Are there any questions on the review board?

**Mr. McClellan:** Yes.

**Hon. Mr. Drea:** I just wanted to take the opportunity of noting Mr. Borczak's presence here. Mr. Borczak is the chairman of the Social Assistance Review Board. He has had a very distinguished career in the public service and is the real author—I will say it again to give a

cleaner Hansard—of the end of the differential between the permanently unemployable and the disabled.

3:50 p.m.

**Mr. Chairman:** Welcome, Mr. Borczak. We have copies of the eleventh annual report of the review board which are being distributed to members of the committee.

**Hon. Mr. Drea:** May I beg the indulgence of the chair to give a little explanation, because I do not think it is incumbent upon Mr. Borczak to do so?

**Mr. Chairman:** Sure.

**Hon. Mr. Drea:** That report was prepared some time ago. It was given to me for conveying to the House, but the House was in adjournment.

For some reason, in our ministry act—and this is the first ministry I have been in that has this—there is no mandatory tabling of the annual report and the report of the Social Assistance Review Board. Being unaware of that, I sent it over to the cabinet office during the recess for the usual tabling to the Clerk. Because of that fact, unfortunately, it was not tabled when produced by the Social Assistance Review Board, and I apologize to the committee that it was not available before today.

What we will do in the future, in terms of both our annual report and the Social Assistance Review Board report, is to table it directly with the members of the Legislature upon receipt by the ministry.

**Mr. Chairman:** Do I understand that you will be changing past practices and from now on you will be tabling it in advance or—

**Hon. Mr. Drea:** No. Mr. Chairman, apparently we run into difficulty because in our ministry act, unlike many others—and perhaps if there is an opportunity in the House the next time we review the ministry act, I will make the necessary housekeeping changes—there is no requirement for the minister to file either of these annual reports.

Not having had experience in a ministry before where there was not a mandatory requirement, I processed the report along the lines of the mandatory filing. That is what led to it not being, unfortunately, in the hands of members before today. What I am saying in the future, until I can change the ministry act, is I will send it out immediately as a “Dear colleague” or “Dear member” announcement for members’ perusal.

**Mr. Chairman:** Thank you, Mr. Minister, for a copy of the report and the efforts you have made to have it distributed today.

**Hon. Mr. Drea:** If you would like to read that and have Mr. Borczak come back on Monday, Mr. Johnston, it might be fair.

**Mr. R. F. Johnston:** That would be helpful.

**Ms. Fish:** That would be a good idea.

**Mr. Chairman:** You will be available on Monday, Mr. Borczak?

**Mr. Borczak:** Yes, I will.

**Mr. Chairman:** On a point of order, if you want to leave item 10 of this vote, so that we do not vote on that item, we can leave it for Monday.

**Ms. Fish:** Yes, I think so.

**Mr. R. F. Johnston:** There are a couple of other pieces of information I asked for and if I could see them before Monday, it would be handy as well, to tie in with the 1979-80 figures.

**Mr. Chairman:** Which items are these?

**Hon. Mr. Drea:** Was that not what he asked for in the annual report?

**Mr. R. F. Johnston:** It is the breakdown for this year.

**Mr. Chairman:** Was it something you asked for yesterday?

**Hon. Mr. Drea:** No, we asked for it on Monday.

**Mr. Borczak:** The current year, the 1979-80 year?

**Mr. R. F. Johnston:** The 1979-80 figures will be in here.

**Mr. Borczak:** You are speaking of the 1980-81 year?

**Mr. R. F. Johnston:** Yes. If you have the totals for 1980-81, I was just wondering if we could have them.

**Mr. Borczak:** Yes. I can have those figures available too. I have those.

**Mr. R. F. Johnston:** Are there copies which can be handed out to the committee?

**Mr. Chairman:** Would you have copies on Monday for the committee?

**Mr. Borczak:** It is in the form of the annual report, which I have tabled with the minister and is to be referred to the minister in the usual way. It is well on the way towards being printed.

I am in the position where I assume it is inappropriate for me then to submit a copy of that annual report. But I assume also it would be quite all right for me to give you certain specific figures.

**Hon. Mr. Drea:** Mr. Johnston asked us for certain specific figures. I do not think you would be defying any protocols to do that.

Do you recall what you specifically asked for, Mr. Johnston? When I heard it the first time I thought you were talking about the current report, which is this one. You can tell Mr. Borczak now or maybe we can get the transcript.

**Mr. R. F. Johnston:** It was the breakdown of the statistics on the kinds of cases, the normal categories you have in this annual report but for the 1980-81 period, on the same kind of basis as you have in terms of those resolved, et cetera.

**Mr. Borczak:** All right.

**Mr. R. F. Johnston:** At the moment they are down here in the estimates brief by hearings but not by which kinds, whereas here they are done by kinds of hearings.

**Ms. Fish:** Which table would that information correspond to, Mr. Johnston? Would that be table three, cases for appeals, or would it be perhaps more than one table? In a sense, I think we are trying to get some information to see a parallel or a comparison.

**Mr. R. F. Johnston:** It is broken down several times. Table six would probably be the one.

**Ms. Fish:** Disposition of appeals.

**Mr. R. F. Johnston:** Yes, by programs.

**Ms. Fish:** So we would be looking for the information to date that would give us a comparable breakdown as set out in table six?

**Mr. R. F. Johnston:** Yes.

**Mr. Borczak:** Is there any other?

**Mr. R. F. Johnston:** The other one was the table 16 that you have.

**Mr. Borczak:** In terms of representation?

**Mr. R. F. Johnston:** Yes. Have you ever done any correlation on that to see if there is any kind of correlation between someone being represented by legal counsel and the success rate?

**Mr. Borczak:** I have some independent figures on that which do not appear on these published figures and I will be in a position to respond to any question you have in that connection.

**Mr. Chairman:** I am afraid we will have to leave this until Monday, Mr. Borczak. Thank you for coming down. We will proceed with the material you will bring on Monday.

**Mr. R. F. Johnston:** I presume that Mr. Borczak has had, and I know the minister has had, representations from a group that is

concerned about the general operation of the Social Assistance Review Board at the moment. A lot of my remarks will be concentrating on some of their concerns. You should know that before Monday so you can prepare.

**Mr. Borczak:** All right, thank you.

**Mr. Chairman:** We still have item 10 left.

Item 11 agreed to.

On vote 2902, adult and children's services program; item 1, policy and program development:

**Mr. McClellan:** I think Mr. Johnston had raised during his leadoff the brouhaha that is taking place with respect to Ongwanada Hospital.

**Hon. Mr. Drea:** The one that I do not know how to pronounce.

**Mr. McClellan:** I do not know how to pronounce it either, Ongwanada. Could the minister or someone give us an update on what is happening there?

**Mr. Carman:** Are we referring to the research and demonstration project or to the rebuilding program?

4 p.m.

**Mr. McClellan:** Both, really. I assume they are related, even if peripherally.

**Mr. Carman:** I do not think they are at all related, because the research and demonstration project, if it is the one I am recalling, is the one the minister referred to in his opening remarks as an epidemiology study. It is being conducted by Dr. Bruce McCreary as a joint project between Queen's University, Ongwanada Hospital and the ministry.

I would be reluctant to try to cover the details of that particular study without the briefing note because it is a very complex study. How about dealing with the thing I do know something about?

**Mr. McClellan:** That is actually the thing I was interested in.

**Mr. Carman:** I think it would be useful to get Tim Young, who is the manager of the research and demonstration project group, to come and answer the question on the epidemiological project.

**Judge Thomson:** We have a full outline of the project and what they have done up to now and I can give you a copy of that.

**Mr. McClellan:** That would probably suffice.

**Mr. Carman:** Perhaps members are aware, but it might be useful to indicate that the



so-called Ongwanada Hospital is part of a schedule II facility that is combined with the Penrose centre, which is part of the old Kingston Psychiatric Hospital, and what is called the Hopkins division, which is a schedule II facility for children in Kingston. That building is an old building and it is on a leased site that the schedule II facility must move from within the next four years, I believe it is.

The project to study replacement began about three years ago because the schedule II facility recognized a number of factors were impacting on them at the same time. One was that a number of the parents felt that group homes could be developed in Kingston or in the surrounding counties to provide for a number of the residents who were in Penrose, the adult facility, or in Hopkins. A desire was expressed to move as many of those persons out into the community as possible.

It was at that stage that a great debate ensued as to just how many was the right amount. There were proponents who ranged all the way from people who felt every last person should be in the community and others who felt that it should be a very limited number. As I recall, the total number of people we are talking about is around 200 and something.

We then undertook to begin a fairly lengthy planning process and that began with assessments of each person and whether or not they had the capability to move to the community.

**Mr. R. F. Johnston:** When was that?

**Mr. Carman:** It started about two years ago. The project really began in earnest, though, about last January or February, some time in that period, with the view in mind that there would be a plan that could be reviewed by the district working groups. It is my understanding that the area staff and the staff of the facility are now just about ready to begin reviewing the plan with the district working groups.

**Mr. Barnes:** Exactly; in fact, that has actually started.

There are, I think, some problems locally around whether or not the consultation period is long enough and I have asked the regional staff and the local area staff to find out whether a longer period is needed. If it is, we will give it.

**Mr. R. F. Johnston:** We have read that that is one of the concerns. So at this moment there is a proposal with the working group that is—

**Mr. Barnes:** We have the results of the role study, which is at the consultation stage with the district working group, which we are using and

asking the community, through the district working group, to come back with their comments.

The one problem we have, I think, is whether we gave them enough time, as I have said. We are open to giving them a longer time to get back to us and to provide a longer time to work on it.

**Mr. McClellan:** The proposal is, again, to move them into group homes?

**Mr. Barnes:** That is right. Some of each.

**Mr. R. F. Johnston:** What is the breakdown now in that proposal, as to how many would stay or stay in schedule II facilities?

**Mr. Barnes:** Can I bring that back to you? I have not got that.

**Judge Thomson:** It is my understanding that the proposal suggested somewhere between 30 and 40 would remain in some sort of facility, and the rest would be spread among a number of group homes, in a number of communities, not all in the Kingston area, because a number of those children are from outside of Kingston.

**Mr. Barnes:** They are linked to their local communities.

**Mr. McClellan:** Most are from eastern Ontario, though, right?

**Judge Thomson:** Not all, but most of them.

**Mr. Carman:** Yes. Some from Toronto.

Just to clarify the 30 who Judge Thomson was referring to, the 30 out of the 120-some children who are in Hopkins does not cover Penrose. Doing something with the Penrose division is not as high a priority, but it is certainly a high priority, because that is a very old building.

**Mr. R. F. Johnston:** But that has not been within the consultants' work?

**Mr. Carman:** No.

**Mr. Barnes:** I think if there has been a problem locally it has been the belief that when something is in writing, it is final. I think that people have seen the recommendations of the role study as being the actual plan that is going to be implemented, as distinct from a set of recommendations which is open for discussion.

I think there has been some paranoia; I think there has been some misunderstanding around that. We have asked our staff to work very closely with the local groups and with the people who have been expressing their problems, in explaining to them: "This is a genuine consultation process. It is not that it is in black and white, or etched in granite, and nothing is going to be changed. It is genuine consultation. We are open to suggestions."

**Judge Thomson:** The other issue relates to those 30 or 40, and there is a group that is arguing whether even those 30 or 40 need to be in some form of facility program, and that is an issue that has to be discussed further.

There are communities where one could develop some form of community residence or a number of community residences, with seven, eight, nine in them each, instead of this one facility.

**Mr. Carman:** Core residences.

**Mr. R. F. Johnston:** It is in Kingston?

**Judge Thomson:** That was going to be in Kingston. It ties in a bit with the same issue you were talking about in terms of Toronto.

**Mr. Carman:** The role study deals with more than just accommodation. I think that point needs to be underlined. The Ongwanada Hospital, in the relationship with Queen's University, has always been involved in a number of other things besides mental retardation. They have dealt with some respiratory disease-related problems as well. The role study did deal with what the board of Ongwanada is going to be responsible for in terms of a range of children's services.

For example, one of the things that came out in an earlier role paper was that they would deal with post-operative rehabilitation. Because of Queen's University being there and because of the availability of specialists, there has been quite a bit of ortho-something surgery.

Interjections.

**Mr. Carman:** The problem has been that the hospital in Kingston has found that in the post-operative period it is very hard to work with a developmentally handicapped person recovering from that type of surgery. Ongwanada felt that with the behaviour management programs they have in place within the children's programs, they would be in an excellent position to take people coming from all over southeastern Ontario, from the Hotel Dieu or from whatever hospital did the surgery, move them into the Ongwanada for the post-op recovery period, and then move them back to the community. We regard that as a very valid kind of role.

The role study deals with a number of short-term, highly specialized services that would go on in addition to long-term residential care for very handicapped youngsters.

**Mr. Barnes:** Concerning the 35 children George was referring to, I would like to add that the role study recommends there be residential

places for those children, because they are profoundly retarded. The report is not specific on whether the places should be in a facility or small group home, and so on and so forth, and we have to explore the best method of dealing with that type of resource as available.

There is nothing specific at this stage, saying, "It should be this or that." What we have is an identification of the types we have and the sort of care they need and the levels of care that are required. How we address those levels of care I think is part of the discussion period now taking place.

4:10 p.m.

**Mr. R. F. Johnston:** One of the problems that has been going on is getting that through to local concerned people.

**Mr. Barnes:** Yes indeed.

**Mr. Carman:** The reason the problem is as great as Mr. Barnes described it was that two years ago, when this whole process started, there was a consultant's report that recommended that every last one of them would be in an institutional building.

**Mr. R. F. Johnston:** What is the time they have been given so far, that you say can be extended?

**Mr. Barnes:** I have not got the specific time frame. All I know is they are concerned that it is not long enough. As a result of discussion with them we have instructed our staff to give them more time. So we are not going to close off before they have had a reasonable time.

**Mr. R. F. Johnston:** Do those 35 kids have multiple handicaps?

**Mr. Barnes:** Yes.

**Mr. R. F. Johnston:** So they are parallel with both this and the Project '81 thing, in terms of—

**Mr. Barnes:** No, because you see the recommendation of the role study report is not that we have a 35-bed institution; it is that there are 35 children with multiple handicaps who are going to need residential care, as distinct from less restrictive forms of care.

**Hon. Mr. Drea:** Yes, and knowing human nature I think the location of that hospital and its proximity to the Rideau regional centre leads many to believe there would be a straight transfer to the Rideau regional centre, which is not there at all.

But when people read these things, sometimes they draw certain conclusions because of the locale; there is a major facility not too many miles distant, or a major facility that dominates

the area. You might have the same case if this site we are talking about now was 40 or 45 miles away from Huronia.

Some things are unfortunately quite often read because of certain proximities. If it was 300 miles away, you might not have that. I do not know, but there has been a lot of speculation. When you try to identify what the concern is, it invariably wends its way back to that, and not in a very direct course either, because obviously time has blurred it.

**Mr. R. F. Johnston:** The other project that is being funded, the research project, has no connection with what we are talking about, of course?

**Mr. Carman:** No.

**Hon. Mr. Drea:** But I take it Mr. McClellan still wants to read about it.

**Mr. McClellan:** Yes.

**Mr. Chairman:** Thank you, Mr. McClellan. Any further questions on item 1?

**Mr. R. F. Johnston:** I noticed that the estimate for LAMP, the Lakeshore area multiservices project, is down this year; it is down \$6,000 from last year.

**Mr. Carman:** We found other donors to help us with the core costs.

**Mr. R. F. Johnston:** So they are not going to be reduced in terms of staff, and the mandate is being maintained out there?

**Hon. Mr. Drea:** No, as a matter of fact, I was out there back in the spring and they were not expanding in dimension, but they were getting an expanded response to many of the programs there. It is a very interesting concept, as you know.

I do not have any scientific data or anything, but I think that what makes it so viable is that it is in an identifiable neighbourhood; maybe it is a huge neighbourhood, but it still is the Lakeshore neighbourhood. I think that lends a great deal to it in terms of the outreach and the interest that comes in.

As a matter of fact, there is probably a far wider range of services, but it is remarkably similar to one of the more progressive social service centres in New York City, which is in East Harlem, and I know by legend and image that is—

**Mr. R. F. Johnston:** That sounds like a nice pair—Lakeshore and East Harlem, eh?

Interjections.

**Hon. Frank Drea:** Just a moment; sometimes

images are a little bit misleading. If anyone here who is interested in the field is ever in New York City, then I recommend a visit to that centre.

You were talking about this before, about how municipal taxpayers feel. It is not what you see in the movies or on TV. It is a very interesting concept in what by legend or so forth you would think would be an absolutely demoralized and debilitated neighbourhood. They consider that rather revolutionary in their context and they do not go as far. Mind you, they have some limitations because of different types of funding for health and so on and they have certain things there that we do not have here, such as food stamps. Once again, it was an identifiable neighbourhood.

**Mr. Chairman:** Did you want to say something, Mr. Kolyn?

**Mr. Kolyn:** Yes, I did. I have been following Mr. McClellan's line of questioning and the premise I got from the line of questioning is that Mr. McClellan does not agree that we should have social services on a local basis.

**Mr. McClellan:** That is not what Mr. McClellan was suggesting at all.

**Mr. Kolyn:** You were implying that we should control it from here.

**Mr. McClellan:** Do not put words in my mouth if you are not able to understand what I am saying. You state your positions and I will state mine.

**Mr. Kolyn:** All right. The drift of the conversation was you were more for the province keeping more control of it. We are more for putting social services into local hands.

If we go back to LAMP, the Lakeshore area multiservices project, in particular, this has been a pilot project and one that has been fairly successful because we do have a lot of co-operation in the area and a lot of free help. I think the LAMP project in itself, by having municipal as well as social services in the area and in the building, makes it tremendously important.

I really think we should have more social services in the locale where it is, because it is very easy to deal with it when all of the offices are there instead of centralized here. Maybe I did not get the drift of it, but I thought, Mr. McClellan, that you were more for provincial control instead of putting it in the hands of the people in the area.

**Mr. McClellan:** If you cast your mind back—I



realize it may be difficult—we were talking about income maintenance, general welfare assistance.

**Hon. Mr. Drea:** There is an income maintenance also. I mentioned it.

**Mr. McClellan:** I understand that, where it is principally a multiservice centre.

**Hon. Mr. Drea:** There is a very sizeable municipal-Metro social services component in there, which I mentioned.

**Mr. McClellan:** The model is the multiservice centre. I did not want to interrupt Mr. Kolyn.

**Mr. Kolyn:** You will if you want to, so feel free to go ahead.

**Mr. Chairman:** Are you continuing your comments or line of questioning, Mr. Kolyn?

**Mr. Kolyn:** I was more interested in the concept of working with the municipality and the boroughs. I think that is where we should be going because that is where the action is. I agree with the minister that these are the kinds of projects we should be going into more and more where there is local level autonomy.

**Hon. Mr. Drea:** Mr. Kolyn, as I say, I have no scientific evidence for it; it is just a feeling. Perhaps I do have some ties of some duration with part of the Lakeshore, I suppose. Even though the Lakeshore has been eroded on a map, it is still an identifiable neighbourhood. One of the problems has been—

**Mr. McClellan:** Political deterioration too.

**Mr. Kolyn:** Not really.

4:20 p.m.

**Hon. Mr. Drea:** I think that there have been two periods of great times on the Lakeshore. One was between 1963 and 1967 when we had that distinguished solicitor, Mr. Eagleson, sitting in the Legislature; and from 1981 onwards, Mr. Kolyn. Indeed, I liked the previous member, the only person who ever offered me his book, autographed it, then stiffed me for the price and even wanted sales tax. And, believe it or not, and I suppose he and I are not really on the same esoteric plane—I do not think anyone is on that plane with him—I have kept that book with me through three ministerial moves when, let me tell you since you have never had the experience, it is quite an accomplishment to retain anything.

Like everything else, when one particular model works, there gets to be a tendency that it has universal application. I do not think you could impose a LAMP project, or a multiservice project or whatever you want to call it, right in

the middle of an area without doing a great deal of preparatory work unless it was an identifiable neighbourhood where there would be an automatic outreach.

In this field as in all others, when something works today there gets to be a response all over the place that if it worked here, it must be able to work there. I think we have to look at each one of them on the basis of where they are and the particular component.

One thing that quite frankly fascinates me—I talked to you about it before and you later elaborated on it, and it is the real world—is the reluctance of the property tax payer to get involved in social assistance or welfare or whatever you want to call it. There is a tendency by older people in our society to regard passing under those portals—no matter what euphemism you use—as something they do not want to do. It is not a negotiable point. Yet when you run an operation like that, you do get a very sizeable senior citizen mix who, by coming through the portals, may find that the service is perfectly applicable to their needs and there is no stigma whatsoever.

I think that is probably something that has to be looked at in the future when there are more people over 65 who are working for wages or what have you.

**Mr. Gillies:** By way of supplementary, Mr. Chairman, the concern I have heard expressed in this area is not so much whether the decentralization takes place or not, but whether the level of provincial support will be affected one way or the other. I must confess to you that is a concern I have heard from people here in Metro.

**Hon. Mr. Drea:** I think it is a bit of a misnomer to label a thing like LAMP a decentralization, because it is not.

**Mr. Gillies:** I was not referring specifically to LAMP as to—

**Hon. Mr. Drea:** To the multiservice centre?

**Mr. Gillies:** Yes.

**Hon. Mr. Drea:** It is not a decentralization because, unless it is a relatively small community in its entirety, it does not diminish the role. It is more an adaptability of a one-stop delivery service. It is really an expansion rather than a centralization or decentralization.

Part of the difficulty in there is with the very thing that it was intended to eliminate. That is the jurisdictional line in the totality of social services. Because many social services are involved in the health discipline and are under

the Ministry of Health, unless there is a broad enough base, they run into certain difficulties with their health component. Our particular all-embracing community aspect, which is inherent in any social services field, lends itself to one-stop service and is funded on the basis of whether so many are in the category of GWA or something.

The social services component in there is funded out of Metro on the basis of who arrives and what is issued there. There is a general administration. Some of them are starting to run into the funding area where, for instance, they have an assigned medical component, such as two or three physicians. Then one has to build up the population that is using those physicians. This becomes a difficulty—and I went through it for some hours the other day with the Minister of Health and some people—when the people only occasionally use that component of the medical service because there are enough general practitioners or family practitioners.

One of the problems is that sometimes it is close to a general hospital that has an emergency section to which people have got in the habit of going. It is not the funding so much as the fact that the very thing it was designed to eliminate now is starting to pose a little bit of a problem. It is not a structural one. It just happens to be the way that the models act in the real world. If you are going to have what is virtually a health centre, you have to have a count of how many are really using it, because the funds that go into it are based on the actual delivery of the service.

On the other hand, in ours, as service providers rather than on a capitation basis, it really is not of much impact for funding purposes whether five per cent of the area population use it or 50 per cent. If a very limited number use it, obviously it is not successful because it is not attractive.

I am saying our funding thing is not necessarily based on who is using it on any given day or any given week. You cannot do that in social services. Unless you can justify this and this, you do not get paid for it. That is one of the difficulties, and the Ministry of Health is working on that difficulty.

**Mr. Gillies:** This is not the vote to raise it really. I would like to come back to this general area when we come to the income maintenance area. I do not want to put words in your mouth, but I believe you have a certain attraction to eliminating some of the duplication, and it is an attraction I share.

**Hon. Mr. Drea:** It is not a decentralization model or anything else. It is putting something into an identifiable community. If you have an income maintenance problem, you do not necessarily have to go there. You can still go to the traditional Etobicoke office. If you happen to be there in connection with something else, you can go there, or you can decide to go there and take advantage of some other things.

It is a community model but it has very little impact upon the traditional structure of the municipal social service unit unless you want to impose it in a community of say 5,000 or something. Obviously, then you would be in for a duplication.

**Mr. Gillies:** Yes, as I say, I think it is not the appropriate vote. I witnessed the phenomenon in my own community where your office is situated on one side of my constituency office and the county welfare office is on the other side. Quite frankly, from my personal point of view, it is just fine. As they shuttle back and forth, we show them where to go. But I think there is great potential for eliminating some of the duplication.

**Hon. Mr. Drea:** I can remember, Mr. Gillies, quite frankly, when you would probably have been—

**Mr. Chairman:** Born?

**Hon. Mr. Drea:** No, I think he was born. I am not quite that old. I can remember one of the great advances in Brant county, and it was one of the early ones, when they had a county social services unit, where Brantford gave up a significant—let us put it the other way—where the rest of the county gave up a significantly independent role to join together on a county-wide basis.

I can recall the first director going in there and one of the things they had to do was to find an office. I think in the beginning they used the provincial office. I am talking about the maturity of it and it has grown much more substantially in this area than in others.

**Mr. Gillies:** I was certainly not criticizing the service provided by county welfare in Brant because I happen to think it is excellent. But we do have this situation, where to the client—

**Hon. Mr. Drea:** There are smaller places than Brant county and much smaller communities—places that could be swallowed up five, six, seven times within the city limits of Brantford, where there are two social services offices. When the municipality was doing some refer-

bishing of its own county offices, it wanted us to take an office there, to rent it. We could not because we had to keep a separation.

Let us not talk about the ridiculousness of the situation to the taxpayer but what we are doing in terms of service. Obviously, we are starting a shop-around service. If you cannot get one one place, we have made it clearly identifiable that you go to another.

**Mr. Gillies:** That is the very point. I think we share that concern certainly.

**Mr. Chairman:** Thank you, Mr. Gillies. I guess the consensus is that the Lakeshore area multiservices project is one that represents an enlightened approach to the delivery of social services.

Are there further questions on item 1, policy and program development? Mr. McClellan, you were clarifying your earlier statements to Mr. Kolyn?

**Mr. McClellan:** No, I would not waste my breath. The question I had to the minister has to do with where this kind of thing goes.

4:30 p.m.

**Hon. Mr. Drea:** What kind of thing?

**Mr. McClellan:** Multiservice centres. We have a number of successful multiservice centres operating and funded by you—Brant since 1976, York community services since 1973. They were all initiated in the early to mid 1970s, when the ministry was responsive to initiatives.

You spoke a few minutes ago about the fact that you cannot dump—you did not use that language—put a multiservice centre in a community, bang; parachute it in. It is a developmental process that has to be—

**Hon. Mr. Drea:** I just want to make it very clear. I was not dealing from scientific data or something, but knowing some of the problems it was just my feeling.

**Mr. McClellan:** Sure. I have the same feeling then. You cannot just parachute something into a community. There has to be a developmental process.

**Hon. Mr. Drea:** No, but I was going further. I think when you have an identifiable neighbourhood it is much easier.

**Mr. McClellan:** The problem remains that at this point there is no indication from government that any initiative would be responded to. I do not think it is any miracle that we have not seen initiatives coming from communities, particularly suburban communities, which we all

know have a whole myriad of social problems that almost cry out for multiservice programs; the Jane-Finch corridor.

There are just not the same kinds of project proposals coming forward because there has not been any evidence or sign that the government is in a position to respond to issues.

From my own experience, if I can clarify, people are not going to go through an enormously laborious process of planning and designing a multiservice project when there is no assurance, and probably an assurance to the contrary, that government is prepared to respond favourably. So what confronts us is a model that we know to be useful, that you and I feel is successful.

I think that there is some validation that the model is a successful model, particularly when it has a health component built into it, combined health and social service facilities. When you look at the health component then there is validation of its success. My concern is that government is not sponsoring the development of multiservice centres.

Again, we are in this kind of weird situation where we have successful demonstration projects or successful pilot projects that lead nowhere. At least we have LAMP and York community services continuing, but the model is not being picked up in other communities because government is refusing to say to communities, "Yes, we are ready to respond to initiatives in a favourable way."

I do not understand that. I do not know why you go ahead with demonstration projects simply to demonstrate without then building on the experience and moving into communities where there are serious social problems which are not being dealt with.

**Hon. Mr. Drea:** I think two things. Number one, by the very basis of the model which is a multiservice operation, you cannot go out and say: "Why do you not develop a multiservice one? To meet our standards it must do this, this and this." I think there has to be a community initiative and response.

I do not think we have ever indicated in any way, shape or form—at least on our end of the thing—that the answer is going to be no. I think on any proposal you are bringing forward from the community short of an absolute assurance—and I do not think that if you are giving an absolute assurance you have imposed, albeit a little bit more politely than buy the land and say, "Here it is."

I personally think one of the difficulties is in



that medical component and just what you are going to do with it, because you get into the capitation problem which again depends upon your locale. When you have a transient population you get into a capitation problem that is great for our end of it, no question about it. In the service component it really does not matter how many times you come to this one or if you are in the system some place, but in the arguments I have heard on the health side they do want a measurable component. Indeed, that may be one of the impediments, because you say the health component is the thing that really makes it swing.

**Mr. McClellan:** I do not want to give my Health leadoff speech.

**Hon. Mr. Drea:** I will never tell.

**Mr. McClellan:** There are all kinds of problems with the ways that health service organizations are funded and the very rigid—

**Ms. Fish:** Stay tuned.

**Hon. Mr. Drea:** Do you come for Health too?

**Mr. McClellan:** Yes.

**Hon. Mr. Drea:** I see. At least the monotone from the big seat will change a bit. You asked me my feeling and I told you.

**Mr. McClellan:** I agree with you. You have identified a problem. While we may not agree what the solution to the problem is, from where I sit there are other ways of funding HSOs than the very rigid capitation formula that the Minister of Health imposes and that is part of the problem. It obviously does not make any sense for me to be discussing it in detail with you, I should be discussing that with Dennis Timbrell, and I will be.

**Hon. Mr. Drea:** No, but I think you can be general with me because if you are going to have the arbitrary line I think it is a valid point.

**Mr. McClellan:** At any rate, there are other ways of funding HSOs and there are ways of signalling to communities that the government is really interested in the development of these kinds of alternative delivery models of both health care and social services, if it is a priority. The only point I am making, without belabouring it, is that it is not a priority; it has not been a priority since something like 1972, a relatively long time ago in the mid 1970s—and I exaggerate slightly—and the result is that it is really difficult for people even to think seriously about developing a neighbourhood based health and social service system or a centre. There are really difficult, almost insuperable obstacles to overcome.

**Hon. Mr. Drea:** On the other side, do you not think it is somewhat unfair for a very large government to be out in the community and saying one, two, three, four are our priorities? Some people in a community may decide that their priorities are somewhere else.

**Mr. McClellan:** Precisely, sure, but I am just talking about your capacity to respond. It does not mean that if you have programs in place, you have formulas that will fund HSOs on, if I might say, a more realistic basis than the present capitation formula.

If you have startup funds available in your ministry for multiservice centres, that is not obliging anyone to set up a multiservice centre. That is just signalling the community that if they do a whole bunch of work, and I mean a whole bunch, they can be reasonably assured, if they do their work properly and have a sound design, that you are prepared to look favourably on it. That is all that means, but there is nothing in place.

There is nothing in this budget or this set of estimates that would encourage any community to go through that spadework—we are talking about a couple of years' work—before you get to the stage of sitting down and saying, "This is what it is going to cost; you give me this and you give me that." It is just not there. I am just pointing that out and hoping you will have a look at this and that when we come back in subsequent estimates there will be something in here that would signal to communities that you are prepared to respond.

4:40 p.m.

**Hon. Mr. Drea:** I do not really think that communities, in fairness, originally start off any innovative or alternative programs on the basis of something that appears in the ministry budget. I do not think so at all.

**Mr. R. F. Johnston:** The local initiatives programs did not start until there was money available. We did not go for alternative projects for the elderly until we knew we had a chance of some developmental money.

**Hon. Mr. Drea:** Yes, but you called and asked. I would seriously suggest to you, in terms of that program in the region of Durham, that you did not wait until a line item appeared in a budget before you commenced that.

**Mr. R. F. Johnston:** Before we ever got to the stage of worrying about budgets, I will tell you, we were doing assessments of the needs of the elderly in the region, yes, but there are community groups which are anxious to have multiservice

units. You are not going to say there are not. I get calls about that: Why do not we in Scarborough West develop the Warden Woods Community Centre into a major multipurpose centre? That is something that comes up a lot. I know there are many suggestions for Toronto that have come up.

I just do not think there is any indication that there is a particular encouragement for it. We could send our group home bylaws to communities to suggest that is an area that the government would like to go in. I do not know why we could not say: "Here is a model that we think is a great idea and a good approach to good preventive care and community involvement. Why not see if you can work something up on this? We will have the budget that will allow for it."

**Mr. McClellan:** Can I give you an example just as a for instance? There are a number of doctors in my own constituency who have set up group practice and who would be very interested in setting up a combined HSO-social service centre, but they are not going to do that.

**Hon. Mr. Drea:** Why?

**Mr. McClellan:** Because they know that at the present time it is just a dead end; you cannot get funding to do what—

**Hon. Mr. Drea:** From where?

**Mr. McClellan:** From the different pieces of the system. You cannot get funding from Health to run an HSO under the present funding. It is just very difficult. There does not appear to be any money available for the social service end of things in your estimates. It is probably the easiest of all three, but it is still not that easy to get funds to incorporate a legal aid clinic, although it is probably easier to get that than anything else.

So what happens is that rather than spend a whole lot of time planning for something that is a really long shot and which probably would not pan out, people set up group practice with two or three kindred spirits in the medical profession. There is an opportunity there to have "something really different," to quote Monty Python, but it just does not materialize. It just stays at the level of an interesting group practice which cannot really move in the kinds of directions that a multiservice centre could; a multiservice centre in an ethnic neighbourhood, for instance, all kinds of possibilities. They just never materialize and they will not until there is some kind of catalyst here, whether it is your

ministry or the Ministry of Health or wherever it is; but that catalyst has to be there to encourage people to do all the work that has to be done.

**Hon. Mr. Drea:** You are talking about a government-wide catalyst.

**Mr. McClellan:** Well—yes.

**Hon. Mr. Drea:** There would be no point in me going out and—

**Mr. McClellan:** You could be the lead minister or Health could be the lead ministry or the Attorney General (Mr. McMurtry). Someone could be the lead minister.

**Hon. Mr. Drea:** No, but you are talking about something all-embracing. There is no point in me going out and putting up billboards if indeed—

**Mr. McClellan:** No, it has to be a government service, you are absolutely correct.

**Hon. Mr. Drea:** That is why I tell you, even though it is not my jurisdiction, I am very interested in the capitation. I am very interested in that end of it.

**Mr. McClellan:** It is absolutely key to everything else falling into place and I suspect if we could solve the dilemma within the health sector, it would be relatively easy for you folks to move in.

**Hon. Mr. Drea:** Yes, I just wanted to say in fairness to my colleague that it is always easier for us, because we are all-embracing. We do not have the rigidities of a standardized model.

**Mr. Chairman:** Do you have a supplementary, Mr. Gillies, on this line of questioning?

**Mr. Gillies:** Well, in the general line of R and D projects, not to the specific—

**Ms. Fish:** I have a supplementary on a specific. Do I then understand the line of questioning in response to suggest that in an area where there are already a number of individual services—I appreciate we have been talking about the two sorts of communities, one where there are relatively few services, but we have also been speaking about communities where there might already be a fair number of services—

**Hon. Mr. Drea:** I think in fairness to Mr. McClellan, I do not really think the obstacles that may be in other jurisdictions are necessarily in places that are underserved. It is not the problem there. It is very easy to get the head count. It is in—

**Ms. Fish:** If you just bear with me for a second I would like to speak to the communities that

already have a fair number of services operating, but operating independent of one another, yet covering roughly the same geographic area and whose programs might reasonably be viewed, if you get down to the family or client level, as being appropriate to have integrated, or at least some complementary action or co-ordination. Am I correct in understanding that it is more difficult for those agencies to secure their funding to undertake their programs, if they want to do so, in a single delivery fashion, rather than dividing it to the individual agencies?

**Hon. Mr. Drea:** No, not really. The problem in there is that the multi-service centre was to eliminate the traditional boundary lines, particularly between social services delivered under the health model by the Ministry of Health, and the all-embracing, nonhealth, social services which are in this field.

In these particular areas it has been accomplished. But a few now—Mr. Gillies asked what is the funding difficulty. Part of the funding difficulty is in the medical component, which everyone says is what really makes it move. If you do not have that, for obvious reasons you are not making much of a change, other than putting a number of social agencies under one roof, but you still have to go somewhere else if there is no collaboration on the medical or quasi-medical end.

The problem in a well-served medical area is to get an identifiable clientele who use those physicians. That sometimes is extremely difficult, because you may have a number of factors there. If you have a big general hospital where people in the community, regardless of what problem they have, traditionally seek their health needs, it is very difficult to build up the four or five thousand—I do not know what the figure is but the number that makes a medical thing practical and viable.

Or, indeed, what you are saying is almost self-defeating in itself, where a number of doctors go into group practice of three, four, five, whatever the model is. People get in the habit of one-stop medical service. They find a doctor they like; they do not necessarily go somewhere else.

**Mr. McClellan:** If I want to set up shop as a doctor all I have to do is rent an office and then I start billing OHIP and my little medical centre is funded automatically. But I cannot do the kinds of things we are talking about here because the funding formulas just do not permit that kind of thing to happen. It is simply a matter, I think, of

restructuring the way we pay for services here at Queen's Park, in order to permit these kinds of alternatives to be established—just as easily as, if you and I were doctors, we could set up a joint practice, basically in any neighbourhood in Ontario.

4:50 p.m.

**Hon. Mr. Drea:** But I think you would agree with me that if you get in a neighbourhood a number of group practices of physicians, it makes the development of a multi-service centre, independent of those group practices, very difficult. If you can absorb the group practices into it, then you are okay.

**Mr. McClellan:** It would depend on the range of additional services you are able to incorporate.

**Hon. Mr. Drea:** Oh, sure.

**Mr. Chairman:** Mr. Minister, have you finished your line of questioning?

**Ms. Fish:** I guess perhaps Mr. McClellan has already indicated that we might be coming, as a committee, to this question again under the Health estimates, but I might just ask, does the primary difficulty in terms of the criteria or the formula derive from the Ministry of Health as distinct from Community and Social Services? Or is it a matter of something falling between two stools, or what happens?

**Hon. Mr. Drea:** No, but one of the primary difficulties is that to make a multiservice centre effective you must have a successful medical component in it. Otherwise you are just changing addresses.

**Ms. Fish:** Is that the case with LAMP, by the way?

**Hon. Mr. Drea:** LAMP, as I pointed out, is in a very identifiable neighbourhood that does not have many of the things I have thrown in. It does not have a general hospital.

**Ms. Fish:** I understand that. But it does have an identifiable medical service component in its multiservice delivery?

**Hon. Mr. Drea:** Oh, sure, and a very viable one. What we are saying is that what you are really getting into in certain areas is a duplication of the medical service and this makes the funding very difficult.

**Ms. Fish:** From the Ministry of Health for the health component in the multiservice delivery?

**Hon. Mr. Drea:** Then following that shortfall, or whatever it is, in what they would expect in funding to provide the full service, there is a



reflection back on to the available social services that can be offered because you have fewer people attending. The fewer people who go through the door, the fewer the people who get served on the social end as well. They tend to go somewhere else.

**Ms. Fish:** I am sorry, but I do not understand why one assumes that all of the people who are coming for the social service are the same as those coming in for the health services.

**Hon. Mr. Drea:** They are not. To put it in the vernacular, what you really want is one-stop shopping. You may go in on one day medically. You may never have a social problem or one that needs social counselling—

**Ms. Fish:** Or vice versa. Yes.

**Hon. Mr. Drea:** Okay, but with the social end of it, in order to combine all of that at one address, the social end of it is usually available, and they are not independent of each other—maybe in certain cases, but not necessarily. In order to make that a focal point that will outreach so people will come in, the reality is it is the medical component that is the first drawer. Probably you will tend to go there for medical reasons first. You may never need the other services.

While you can go to all kinds of other places very close to you and get exactly the same medical service, you will not necessarily go there for any social service you need. You may go to a regular office, that is all we are saying.

I am not saying it is all the fault of Health by any means. It reflects all the way down. The fewer and fewer people who use the building, obviously the fewer and fewer who will be using the many-faceted social services thing. Then the social services agencies have to take a realistic look and if they are not serving anyone in this locale and they prefer to be over here, that is how it goes.

**Ms. Fish:** Okay, we can come back to that further in the Health estimates.

**Mr. Chairman:** Mr. Gillies, followed by Mr. Kolyn.

**Mr. Gillies:** Mr. Minister, did I hear you say, in your last reply, that you thought one of the dangers of consolidating services was that if approached in the wrong way it could lead to a lesser level of service?

**Hon. Mr. Drea:** No.

**Mr. Gillies:** I thought I caught that in one sense.

**Hon. Mr. Drea:** No, I am just trying to be realistic. In order to have any service component do what it is supposed to do it has to be able to attract a clientele above and beyond the direct referral. That is really what you are constantly trying to do. There has to be an attraction and an interest and a knowledge of the address, et cetera—all the other things.

I have said before that traditionally, certain sectors of the population, because of their personal beliefs, will never go through a door that is identified in any way, shape or form, even with the word "social"—forget whether we have services, whatever. Okay.

**Mr. Gillies:** Especially if it ends in "ist."

**Mr. R. F. Johnston:** Forgetting whether or not it has "ist" at the end of it.

**Mr. Gillies:** I think we ran up against this same issue in the pension committee, as a matter of fact.

**Hon. Mr. Drea:** Why do you think we never refer to OHIP as socialized medicine? People probably would have met their demise in the road before they entered the program.

**Mr. Chairman:** Are you continuing, Mr. Gillies?

**Mr. Gillies:** One other question, Mr. Chairman. I am just going down the page somewhat from LAMP and looking at the urban native people studies. I just want to—

**Mr. Chairman:** Just a second. Mr. Kolyn, is your question specifically in the same area we were just discussing?

**Mr. Kolyn:** Yes. More or less.

**Mr. Chairman:** Multiservice?

**Mr. Kolyn:** Yes. We were talking about the multiservice health aspect of it, Frank. In public accounts, we have been talking about the St. Marys Clinic problem we have had, and the concept, and where we are with it today. The latest is that they have withdrawn from this idea of having health service for about 8,000 people at so much per head.

**Hon. Mr. Drea:** In fairness, the Minister of Health, when his estimates are on, may be extremely eloquent about that particular situation. I know of it from discussions with the Minister of Health, but I really think you should address your concerns in that regard and what happened in certain areas to that minister, because he will document it right down to the bottom. As I say, it will be enlivening and exciting.

**Mr. Gillies:** Mr. Minister, in your 1980-81 estimates, you had a line item, \$65,000 for this Federation of Indian Friendship Centres study. I see there is not a line item for it in 1981-82. Could you advise me of the status of that study? That is of particular concern to my part of the province.

**Mr. Carman:** The study is continuing, Mr. Gillies. It has now been going on for a period of over two years and it will be active, I would guess, for at least another two and a half years in order for that particular exercise to be completed. Our ministry is only one of four ministries that contributed an amount to the friendship centres each year; the other amounts are contributed by Health, Culture and Recreation and Housing.

The first phase of the study, which is called Era I, is now complete.

**Mr. R. F. Johnston:** We were expecting that.

**Mr. Carman:** Yes. Did I promise that last year?

**Mr. R. F. Johnston:** Not to me personally.

Interjections.

**Mr. Carman:** In fact, one of my staff members is completing the Era I study right now, and it ought to be available by Christmas. It will be a status report of the present condition, as viewed by the urban native persons themselves. It was a very lengthy study because of the kind of approach taken.

A decision was made to go out and interview these people, then come back and write the report, and then take the report back to them and say, "Did we get it right?" It was a very long and involved way of doing it, but it was the way the friendship centres wanted the study done. As a consequence, we have only really arrived at a fairly clear statement of the present condition after two years.

We are now moving into Era II, and over the next period of a couple of years a set of policy options will be developed to deal with the present conditions as they have been found. At the end of that time I would assume there will be a report to the cabinet on what courses of action could be taken to address the problems identified in Era I.

**Mr. Gillies:** Will members of the Legislature get an opportunity to look at the interim report, or do we—

**Mr. McClellan:** We have already been promised it.

**Mr. Gillies:** Oh, great.

**Mr. McClellan:** It is overdue.

**Mr. Gillies:** Could you give us a rough guesstimate, Mr. Carman, of when we might see that?

5 p.m.

**Mr. Carman:** I believe the Era I report will be available by the end of this calendar year, as far as can be seen at this time.

**Mr. McClellan:** We did discuss this last year in the estimates.

**Mr. Gillies:** I am sorry. I was not here.

**Mr. McClellan:** No. It is good that you raised it because it is something that all of us are really looking forward to seeing. It is a very important document and members of the committee will be anxious to get it as quickly as it is available.

**Mr. Gillies:** Absolutely.

**Mr. Chairman:** Are there any further questions on item 1? Shall item 1 carry?

Item 1 agreed to.

On item 2, program administration:

**Mr. Chairman:** Local children's committees are part of this item. Are there any questions to start it, Mr. McClellan?

**Mr. McClellan:** Do you have plans to—I am going to be discreet. Do you have plans to establish any additional children's services committees?

**Judge Thomson:** We just established a new one in Sudbury. We picked the northern part and it is about to begin operation.

**Mr. McClellan:** Oh, I did not know that.

**Judge Thomson:** It has begun, but in full course it has not totally begun. Is that not right, Mr. Tuohy?

**Mr. Tuohy:** Not quite yet.

**Judge Thomson:** So we are now up to six committees.

**Mr. McClellan:** We are behind schedule, are we not?

**Judge Thomson:** A little bit. Of the individual ones in operation now, it is taking me longer to get through the stage two exercise of the three stages. But it is anticipated that they can move to stage three next summer. At that point, decisions would be made as to whether and at what pace further committees are established. They have done well in the two stages they have been in up till now.

**Mr. McClellan:** One would hope so, if that is going to be when they get to phase three.

**Judge Thomson:** Yes. Although there are activities in stage two which are—

**Mr. McClellan:** Do not ask me to try to explain it.

**Hon. Mr. Drea:** Perhaps Judge Thomson might—go ahead.

**Judge Thomson:** I was just going to say some activities at stage two are important tests of the ability of the committee to make the kinds of decisions that have to be made as a children's services committee. There are some good indications that they are able to do that.

In stage two you recommend in the very areas that you are going to be deciding at stage three, and some of them, particularly in two or three of them, have proved to be very good at making some decisions around priorities and which programs we will start, how resources will be reallocated within their areas. That is the very kind of thing one does at stage three, although at stage three you have decided as opposed to recommending to us.

**Mr. R. F. Johnston:** At what stage is the Sudbury one?

**Judge Thomson:** The Sudbury one is just about to begin. In other words, it was just chosen about two months ago.

**Mr. R. F. Johnston:** What is the French-English breakdown on it?

**Judge Thomson:** On the committee itself? This is Mr. Walter Tuohy, who is in charge of that area of policy development.

**Mr. Chairman:** Yes. You can sit there or right here.

**Mr. Tuohy:** Yes. Mr. Chairman, we—

**Hon. Mr. Drea:** Excuse me. Is that okay, because I have had difficulty in other committees?

**Mr. R. F. Johnston:** We are used to it.

Interjections.

**Hon. Mr. Drea:** Especially with this clerk.

**Mr. Chairman:** Oh, I see. I thought you said with this chairman.

**Hon. Mr. Drea:** You once ruled a whole committee out of order because someone sat at one of those microphones.

**Mr. R. F. Johnston:** As far as I am concerned you are in order.

**Mr. Chairman:** Could you please introduce the gentleman, Mr. Minister?

**Judge Thomson:** This is Mr. Walter Tuohy, who is with our children's policy unit and the person in charge of the development and implementation of children's services committee policy.

**Mr. Tuohy:** Your question had to do, sir, with the number of francophone representatives on the proposed committee. Some negotiations are presently taking place, but roughly, there are

three representatives from the French-speaking community out of a total of about 16 or 17. I am hedging a little bit because they are still looking for the concretization of the sources for that representation.

**Mr. R. F. Johnston:** I see. So we do not actually have people on the committee as yet, or not in total terms?

**Mr. Tuohy:** They submitted a proposal which the minister accepted this summer. We presently have a draft agreement in front of them which they are reviewing and I believe it is now before the regional council of Sudbury.

**Hon. Mr. Drea:** In the north there was more than one proposal.

**Mr. R. F. Johnston:** So there are more to come?

**Hon. Mr. Drea:** No, not at this time. There were some proposals for this. One of the reasons that made this particularly significant was not just the mix on the official languages but the very sizeable native component because of the district of Manitoulin being included.

**Mr. R. F. Johnston:** So this is the district of Manitoulin and the district of Sudbury?

**Hon. Mr. Drea:** Yes, which I thought was very interesting because it obviously had a focal point on where services had been delivered traditionally.

**Mr. Chairman:** Ms. Fish, do you have a supplementary on this?

**Ms. Fish:** I had been asking earlier to get a quick explanation of phase three. The little bit of exchange that I was—

**Hon. Mr. Drea:** I believe Mr. Johnston could give you phases one, two and three.

**Ms. Fish:** I think I have phase one and two not badly under my belt by virtue of examining this. I do not quite understand phase three.

**Judge Thomson:** Phase three is the stage when the total budgets for the services which fall under that committee are handed over to those committees through municipal government. They actually allocate the money and make the decision with respect to how children's services will be delivered in that area.

So, as Mr. McClellan says, stage three is the stage when they do that which we ultimately plan for all children's services committees to do.

**Ms. Fish:** So stage three is something more than the following, "To translate ministry policies and priorities into specific objectives and directions for regional offices."



**Judge Thomson:** Yes. At all three stages they get involved in the policy development work of the ministry, but stage three is where they are fully operational; they make the kinds of decisions made now by our area offices in terms of the allocation of resources, for example.

**Ms. Fish:** A final question: Was I clear that there are not at present any of these committees that are at phase three?

**Judge Thomson:** That is right.

**Ms. Fish:** They are all in either phase one or two at the present time?

**Judge Thomson:** There are two, I think, that are still at phase one: the Waterloo one? Or has that moved on to stage two?

**Mr. Tuohy:** One in phase one, Sudbury just beginning; four in phase two.

**Mr. Barnes:** Can I just make one thing clear? The three specific functions identified on page 36 are not necessarily the functions of the local children's services committees per se.

They also are the objectives around that line item, in which the children's services committees happen to reside because they are still administered from head office, rather than being put into the funding out in the field. They are responsible for, in phase three, administering all the children's service programs regardless of line item. Okay?

**Ms. Fish:** Yes, thank you. I had misconstrued the three points in specific functions as relating to the three phases.

**Mr. R. F. Johnston:** Are you calling the phase they are in at the moment phase one? They are pre-phase one I presume.

**Mr. Tuohy:** Yes.

**Mr. R. F. Johnston:** So "assessment of needs" has not been undertaken as yet.

**Mr. Tuohy:** We also have been involved with Sudbury on a volunteer co-ordination project in which a significant step forward in needs assessment has been done on children's services. They have not completed the full thing, but they have done quite a bit, apart from the specific model development.

**Mr. R. F. Johnston:** Is the completed assessment from that group available at the moment? What was the group again?

**Mr. Tuohy:** It was a voluntary co-ordination project. Actually it was a grant administered by the regional municipality of Sudbury. I hesitate about its availability because a large portion of

it is in their computer system; I will check into what is available in printout form or that kind of thing.

**Mr. R. F. Johnston:** But that relates to such things as availability of group homes, et cetera, the kinds of group homes, French-English breakdowns of those group homes, and that sort of thing? That was for Sudbury and not for Manitoulin?

**Mr. Tuohy:** The primary focus of that was the region of Sudbury, but there was some effort within the constrained finances that they had to do some things in the district of Manitoulin.

**Judge Thomson:** As the material points out, we have been funding the voluntary co-ordination activity in about 15 communities to get them ready for the possibility of moving into committees. Sudbury was one of the ones we did that with. So there is material and I think we could contact directly that committee and obtain the material they have prepared up to now.

5:10 p.m.

**Mr. R. F. Johnston:** I would be interested in seeing how that is in process.

**Judge Thomson:** We could obtain that for you.

**Mr. McClellan:** Which is likely to be the first children's service committee to move into phase three?

**Mr. Tuohy:** Of the present projections we have of the four that are in phase two, Windsor-Essex would be ready to renegotiate a phase-three contract sometime in March or April. That is tentative because the report of the external evaluators must come in, as well as a mutual agreement between the municipalities concerned and ourselves.

**Mr. R. F. Johnston:** When are you expecting that?

**Mr. Tuohy:** Early spring.

**Mr. McClellan:** At the present time is the resources allocation in Windsor-Essex being done by the regional office or by head office? I have never understood—and Mr. Carman knows this—the relationship between the local children's services form of decentralization and the subsequent decentralization that took place within the ministry as a whole. I always felt there was a certain amount of tension as to which one would be triumphant.

**Mr. Barnes:** The area office, where we have had an area manager in Windsor since the latter half of last year. Program-wise and on the

development of the actual identification of needs, he is working on program alternatives, working very closely on a program level with the local children's services committee.

The central role is evaluating and looking at the implications of the different models we have developed across the province, which is why the money is kept central. Does that answer your question?

**Judge Thomson:** I think I know the question you are asking there.

**Mr. McClellan:** The answer is no.

**Ms. Fish:** Will you share your answer with us all?

**Judge Thomson:** Sorry about this. I understand the question. A number of the activities that the province now performs have been moved down to the area level. Are not those the same kinds of activities that committees are going to be performing and does not that include a tension between what we have given to the area office and what we are proposing to give to committees? Have I got the question right?

**Mr. McClellan:** You have got the question.

**Ms. Fish:** And the answer is?

**Judge Thomson:** The answer is that you can divide the provincial activities into two parts: the budget-setting, the basic operations work and so on; and the overall policy setting and standards setting, and so on.

The first part—the setting of budgets, the funding of services, the establishing of needs, and so on—is now being done by the area office. But once committees reach stage three, that activity moves over to the committees and is no longer a function of the area office.

That would mean that the area office's role in Windsor-Essex, for example, becomes less. It is still important because there are still the provincial activities, like being responsible for the setting of standards and the quality of service and so on. Those activities remain provincial activities and will still be decentralized as much as possible down to area offices.

It is true that some of the things the area offices now do move over to committees, but once they move over, the idea is that the two will still be able to work together with different responsibilities. But the two would be essential to make overall delivery of children's services possible in Windsor-Essex, for example.

**Mr. Barnes:** I would not want anyone to think we have a plethora of resources in the Windsor-Essex area that are underworked when this

happens. We have three program supervisors and an area manager at this moment, so there will still be plenty for them to do.

**Mr. Chairman:** Any further questions to be addressed to Mr. Tuohy?

**Mr. R. F. Johnston:** I have a question on this same item, the question of salaries and wages being lower this year than the actual for 1980-81. Is that a fluke—sorry. Is that because of the reorganization? It is on page 37.

**Mr. Barnes:** The major reason is that the actual against the estimates is virtually the same. What is not in the 1981-82 estimates are the salary awards for 1981-82. So you are looking at a very marginal difference between the actual and the estimates, but the salary awards are still be added on to it.

Item 2 agreed to.

**Mr. Chairman:** Mr. Johnston, you had a motion?

**Mr. R. F. Johnston:** I had requested a motion that we might adjourn due to time constraints that I and a couple of other members of the committee have. I do not want to impose it myself. I know that Sean Conway has been reserving himself in case there is a need to continue and is saving his energy for that at the moment.

I would like to move that we adjourn, as I cannot be here for the next period of time. If that is inconvenient for the ministry, I would like to hear.

**Mr. Chairman:** We have four more items remaining on the second vote. I will entertain this motion unless there is reason to continue.

**Mr. Gillies:** I would speak in support of the motion. I am supposed to be many miles from here very shortly and would have to leave anyway.

Motion agreed to.

**Hon. Mr. Drea:** Just for planning purposes, I know what you intend to do on Monday and Tuesday, but what are the times for Wednesday, is it two to five?

**Mr. Chairman:** We will resume, I guess, after—

**Hon. Mr. Drea:** For the sake of my staff; I know when you are going to resume on Monday, I know when you are going to resume on Tuesday and when it is going to terminate. I am asking you if you have any plans for next Wednesday.

**Mr. Chairman:** Next Wednesday we have agreed to start at two o'clock.

**Ms. Fish:** The issue then is if we have a target on termination, is that right?

**Hon. Mr. Drea:** No, all I want to know is about the Wednesday. The clerk's office keeps sending around these things about one o'clock, et cetera, and it makes it very difficult.

**Mr. Chairman:** Two o'clock.

**Ms. Fish:** What about the question of the anticipated closeoff on Wednesday?

**Mr. Chairman:** We will see by Tuesday where we are. We will entertain your motion on Wednesday of next week.

The committee adjourned at 5:20 p.m.

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Drea, Hon. F.; Minister of Community and Social Services (Scarborough Centre PC)

Fish, S. A.; Acting Chairman (St. George PC)

Gillies, P. A.; Vice-Chairman (Brantford PC)

Johnston, R. F. (Scarborough West NDP)

Kolyn, A. (Lakeshore PC)

McClellan, R. A. (Bellwoods NDP)

Shymko, Y. R.; Chairman (High Park-Swansea PC)

### From the Ministry of Community and Social Services:

Alfieri, D., Director, Operational Support

Barnes, P. H., Assistant Deputy Minister, Children's and Adults' Operations

Borcak, M., Chairman, Social Assistance Review Board

Carman, R. D., Deputy Minister

Thomson, Judge G. M., Assistant Deputy Minister, Policy and Program Development

Tuohy, W., Manager, Policy Adviser, Children's Policy Development











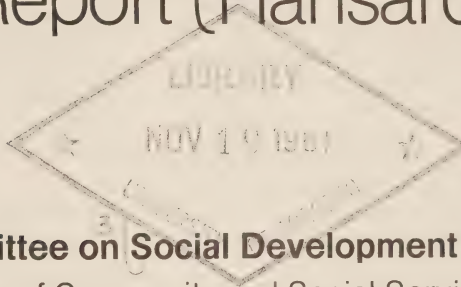


No. S-17

*Legislative Assembly*

# Legislature of Ontario Debates

## Official Report (Hansard)



### Standing Committee on Social Development

Estimates, Ministry of Community and Social Services

**First Session, Thirty-Second Parliament**

Monday, November 2, 1981

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

**Monday, November 2, 1981**

The committee met at 3:46 p.m. in room No. 151.

### ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

(continued)

**Mr. Chairman:** I call the meeting to order. I see a quorum. We shall return to the item we were considering previously.

On vote 2901, ministry administration program; item 10, Social Assistance Review Board:

**Mr. Chairman:** The chairman of the Social Assistance Review Board, Mr. Borczak, is here. I have three documents which I think the clerk is now distributing. This was requested at the last meeting.

**Mr. McClellan:** Mr. Chairman, Mr. R. F. Johnston asked me to convey his apologies to the committee. He is not able to be here this afternoon, but he will be here tomorrow. I shall try to carry on.

**Mr. Chairman:** I am sure quite capably, Mr. McClellan. Thank you for the information. We will begin our questioning. Are there any questions related to the Social Assistance Review Board?

**Mr. McClellan:** My perennial interest in the particular piece of data just supplied has always been the number of vocational rehabilitation appeals that have been granted. It may be of some interest to the minister, in looking at table A which was handed out today, that the number of appeals which are overturned at the level of the Social Assistance Review Board having to do with vocational rehabilitation, is always double or triple or quadruple in percentage terms the number of appeals granted with respect to other programs. I have always expressed concern about that.

I think that those figures, and I am going by memory, are a little bit lower than they were in previous years. I am not sure what that is a reflection of. It could be a reflection that things have improved at the vocational rehabilitation branch, or it may be a reflection that things have tightened up at the Social Assistance Review Board. Still, I think it remains a cause for concern when we have a relatively high number of decisions being overturned on appeal. Whether

it is here or at the Workmen's Compensation Board or wherever it is, I think it should trigger some alarm bells automatically, and you should be asking yourself how come so many decisions are being overturned.

Granted, the absolute numbers are smaller; nevertheless, the percentage figures remain high. In the past we have found evidence of a certain unwarranted parsimony within vocational rehabilitation, shown up by such things as the branch's not having expended its allocated budget despite the demand for service.

I am not as well prepared as I usually am and I do not know whether there was a budgetary shortfall this year or not. I do not think there was in vocational rehabilitation. Nevertheless, I should like some explanation from somebody as to why 38.6 per cent of the decisions denied from vocational rehabilitation were overturned at the level of the Social Assistance Review Board.

**Mr. Borczak:** Mr. Chairman, it is difficult for me to speculate on why such a high number are overturned. That figure, incidentally, is higher than the previous year.

**Mr. McClellan:** Oh, it is?

**Mr. Borczak:** In that eleventh annual report that you also have before you, the figure is 29.7 per cent while in this one it is 38. It is back up again, closer to what it has been now for a number of years.

I can guess at some of the reasons, but I do not think we have the ability to make a proper analysis from the ministry's point of view as to what may happen here. What we see is that in the rehab cases; unlike in the other programs, there is a much more complex program to deal with in the first place, and we find that we have a variety of expert witnesses coming before the board on behalf of both parties.

It seems to me that the very thrust of having the evidence put before us on the basis of the professionals, who are there to put forward oral evidence in addition to any written evidence that was submitted to us, may have this sort of effect. It may result in a higher percentage of appeals granted because there is a very considerable amount of evidence that is put



before the board. We are in that respect second-guessing the director all along, but we are looking at essentially the same kind of evidence that the director himself has had and reaching a different conclusion.

**Mr. McClellan:** How many of the cases that came before the board—

**Hon. Mr. Drea:** Maybe I could explain. First of all, included in those totals are what is an artificial thing in that there are children there with learning disabilities.

**Mr. McClellan:** That was precisely the question I was going to raise.

**Hon. Mr. Drea:** When you are looking at vocational rehab in that regard, you must remember that the vocational rehabilitation person asks the school board, "Is the type of special education available?" He or she has to rely to a very large extent on the opinion of that local board of education. Then, if through the director it is denied, at that point the local board of education, rather the vocational rehabilitation person, is being challenged there.

**Mr. McClellan:** But that is because of the way it is administered.

**Hon. Mr. Drea:** Regardless of how it is administered. I want to make clear what part of the reason is for those figures. The way you put it forward was that these are vocational rehabilitation people. That is true, but I am suggesting to you that part of the reason for that very high thing is in an area where the vocational rehabilitation administrator has to take, or at least is subject to, the position of the local board of education rather than analysing a person's rehabilitative abilities and so on. That makes a little bit of difference,

**Mr. McClellan:** I know that is the problem and that is why I raise it, but this has been something that has been raised on this item in this vote every year probably since the early 1970s. It will continue to be raised until such time as the provisions of Bill 82 are in effect right across the province and are fully operative. Until that good day comes, the Vocational Rehabilitation Services Act remains the only vehicle for the provision of programs and services to many children who suffer from learning disabilities. That is why we express the concern year after year at the numbers of cases that show up here being overturned on appeal because of the fact that the vocational rehab administration takes the word of the board of education officials.

That is precisely the problem we have been

raising year after year here. Surely one of these years we will come in here and get an answer from the minister or somebody in the branch that says, "Yes, we now check out the claims of the boards of education very carefully when they say there is a program available for an applicant under our act in order to make sure that there actually is a program there."

**Hon. Mr. Drea:** Yes.

**Mr. McClellan:** I do not think that happens. As you said, if the board of education says, verbally or in writing, "There is a program for this child," then that is the end of the matter, as far as I understand it, as far as the application goes on your legislation. The person is denied a benefit under the Vocational Rehabilitation Services Act.

All of us bring these concerns probably on the basis of our constituency experience. In my experience, the board of education officials say that all the time. They have told me that in relation to my own family. Whether or not the programs exist, they do this as a matter of course. You have an obligation in administering this act to make sure that the program really exists, to ask for the specific details of the program and, if necessary, to have it appraised by somebody who is qualified to do a professional assessment to make sure that it is not just a lot of hot air. That is the concern I am raising again, and I think that it still remains a problem.

**Hon. Mr. Drea:** I know in my own case I had one of these and it was checked out quite thoroughly by the vocational rehabilitation service. On the basis of their checking it out quite thoroughly and cutting a lot of the red tape, it never had to go to any appeal. This was a very difficult one at a transition time. It was somebody who was under the separate school board. As you know, that provision is not within their scope until January 1. It was a very difficult one for the area office to check out because the very proof that there was no program for this particular child lay in visitations, in verbal discussions and a lot of other things.

I happen to know of that one, and it had nothing to do with my being a minister because by the time the parents, who happened to live in my riding, came to see me—and nobody knew they were coming to see me—that very day it was done. There was a great deal of work involved in that.

Come Bill 82's full implementation, whatever the procedures are in there, I think you may not find the numbers, but you are going to find a bit

of the same problem because a great deal of the decision-making is based upon the weight of the experts. I would suggest to you, and I have not been at the board cases, that in many cases the local board argues or does provide some documentation that such services are available. While on the surface it may appear there is such a program, it is on the basis of an expert appearing for the appellant, because of the learning disability and the intricacies of it, that the appellant is entitled to it.

I agree with you that this is an area that should be pursued very carefully. I think one of the things which will get you closer to your goal is that boards now obviously are gearing up to the implementation of Bill 82 and are much more aware of deficiencies in the overall program. One of the other difficulties that will be eliminated is the January 1 implementation by the separate school boards. One is not then dealing at arm's length through two procedures which can be cumbersome.

4 p.m.

**Mr. McClellan:** One of the documents handed out a few minutes ago to show the latest figures is table E, Basis for Appeals, 1980-81, which provides a breakdown by categories. For learning disabilities, it shows total refusals, 84; appeals granted, 37. To me, that says you have a problem in administration. You should not have 37 cases out of 84 going to an appeal tribunal.

**Hon. Mr. Drea:** Do you mean winning in an appeal tribunal?

**Mr. McClellan:** No. You should not have that number of cases overturned at an appeal tribunal. Out of 84 cases which were refused, 37 of those refusals were overturned on appeal. That would tell me, if I were sitting in your chair, that I would want to have a look at the administration of the program to find out why so many of my decisions were being overturned on appeal. That is the point I want to make.

**Hon. Mr. Drea:** Yes, I understand that.

**Mr. McClellan:** It will remain an important issue because Bill 82 will not be implemented province-wide for five years at least, and that is optimistic. Until it is implemented province-wide, your act will remain the only hope of many parents with learning disabled children.

Concern has been expressed by both the Association for Childrenh Learning Disabilities and Justice for Children that this program remain in place and be implemented, if possible, even more generously than it has been in the

past, and that a kind of screening process be done on the basis of benefit of the doubt to the parent, not to the school board.

**Mr. Chairman:** Would you like to comment on this, Mr. Borczak?

**Mr. Borczak:** Yes, I would, not in respect of Mr. McClellan's comments, but to draw attention to the figures we have in the two tables. When you look at table three in the eleventh annual report you will see that there are 49 learning disabled cases out of a total of 67 rehab cases. Table E, which is the 1980-81 figures, shows 84 learning disabled cases out of 102. That seems like a significant increase, but I want to caution you that this does not mean what it appears to mean.

You will see on page three of the eleventh annual report that we went into the year with a total carryover of 91 cases pending, most of them rehab cases. That led to the large increase in learning disabled children, from which group the bulk of those cases came. That does not signify that there is suddenly a huge increase in appeals coming to us. Rather, it is a catching up of cases held over from the previous year.

This is the first time we have had 91 cases held over. They were completed in the year ending in 1981. It may suggest that we had a large increase in new appeals, but that is not really the case.

**Mr. Chairman:** Thank you for that clarification. Do you have any further questions, Mr. McClellan?

**Mr. McClellan:** Yes. I remember seeing somewhere, and I cannot get my finger on it, the number of decisions of the Social Assistance Review Board that were appealed to the court by the ministry.

**Mr. Borczak:** That is table 16 which is on the last page of that bottom report. There is a comparable table in the supplements that you have, table B, which updates those figures to March 31, 1981.

**Mr. Chairman:** These were just distributed today, Mr. McClellan.

**Mr. McClellan:** Table B shows the type of representation, that is to say, who represented the appellants before the board. What I was looking for was the equivalent of table 15 in your annual report, which is appeals to the Supreme Court of Ontario for 1980-81. I am sorry, it is table D.

**Mr. Borczak:** Table D is a variation on that. If I may explain this one, Mr. Johnston was interested specifically in the cases that are

represented by legal counsel and others. I was, therefore, asked to supply some updated information which led to table 6, which is represented by table A. We have added to that table C, which does not appear in our regular annual report, to set out by program the results of the appeals under the various programs where they are or are not represented by legal counsel.

Table D carries forward that same sort of information to show what has happened where the cases have actually been heard in the Divisional Court in the last two years and whether or not these have been allowed by the court, with or without a lawyer, in the initial appeal to the board. It is not precisely the table to which you are referring. I do have the figures on table 15, but not in a stage that can be distributed.

**Mr. McClellan:** Just in general terms, how many appeals were opened in 1980-81 in the Supreme Court? We will come back to the question of representation.

**Mr. Borczak:** As shown in the first column, 27 were opened. The next column shows that of the appeals of those, seven were heard.

**Mr. Chairman:** What are you referring to, Mr. Borczak? Is this something that you have and the members of the committee do not?

**Mr. Borczak:** They have the 1979 figures in the annual report that you have before you, on the last page.

**Mr. Chairman:** On page 14, table 15?

**Mr. Borczak:** Yes, on page 14, appeals to the Supreme Court. Mr. McClellan has asked for the figures for the current year, 1980-81. Those are the ones I am reading out.

**Mr. Chairman:** If the members would turn to page 14, table 15, appeals to the Supreme Court of Ontario, Mr. Borczak is reading the statistics for 1980-81 since they are not contained in the report you have before you.

**Mr. Borczak:** The first column shows appeals opened, 27; second column, appeals heard, seven; third column, appeals withdrawn, four; fourth column, total closed, 11; and the last column, number pending, 30. You can see that an increasing number of pending cases are sitting in the courts.

**Mr. McClellan:** I assume these are all appeals against decisions rendered by the Social Assistance Review Board. Is that correct?

**Mr. Borczak:** Only that.

**Mr. McClellan:** I ask the minister, what is the point of having the Social Assistance Review

Board for citizens to go to as a tribunal when the ministry is hauling an increasing number of these cases into court?

**Mr. Borczak:** I misunderstood your question, Mr. McClellan. These are largely appeals by the appellants.

**Mr. McClellan:** I am sorry. What I am asking for is the number of cases that the ministry is taking—

**Mr. Borczak:** We have not had any this year. We had two last year that received a lot of debate. We have not had any since.

**Hon. Mr. Drea:** I must confess, Mr. McClellan, I wondered about those figures because I knew the question you had in mind.

**Mr. Borczak:** These are strictly by appellants. 4:10 p.m.

**Mr. McClellan:** I am pleased to hear that. I hope that pattern continues. Otherwise, it seems to me to make nonsense out of the very existence of the Social Assistance Review Board. The other question, with the indulgence of the committee, I may leave for Mr. Johnston to come back to because he had some material in a file, which I neglected to get, with respect to complaints against the procedures at the Social Assistance Review Board. You may have a certain amount of complaint material to hand and your officials may know what I am talking about without—

**Mr. Chairman:** Could you be more specific?

**Mr. McClellan:** I cannot because I do not have the material. I can try to identify this in general terms.

**Mr. Carman:** Mr. Chairman, I spoke with Mr. Johnston following the meeting of the committee last Wednesday when he discovered he would be unable to be here today. What he had raised in previous questions was a submission to the minister from a group called the Social Assistance Review Board study group.

When the minister met with that particular group he made a commitment that he would reply to them in writing in terms of a number of issues that they raised. I indicated to Mr. Johnston that the reply in writing had not been finalized at this time and, regardless of whether or not it was going to be done on Monday or Tuesday or some other day this week, I would ensure that a copy of that reply was furnished to him when it was actually made. He was quite satisfied that that discharged our earlier discussion, but he wanted to see what the official position was.



**Hon. Mr. Drea:** If I may say so, the reason for the reply in writing was that some things are not within the purview of this minister.

**Mr. McClellan:** I realize that. This is not the first time this has been raised.

**Hon. Mr. Drea:** It is the first time for some of it.

**Mr. McClellan:** There are two issues. One has to do with who is appointed to the Social Assistance Review Board, and that is not within the purview of this minister. I understand that is a result of an order in council; it is a party decision.

**Hon. Mr. Drea:** That is not what I was talking about.

**Mr. McClellan:** I know. The second question has to do with rules and procedures.

**Hon. Mr. Drea:** No, that is not what I was talking about.

**Mr. McClellan:** What is it?

**Hon. Mr. Drea:** The first two points they talked about involved the Ministry of the Attorney General, and would I support them in a future meeting with the Attorney General to set up a number of clinics or services which would be funded by the government. Since they were going to meet with the Attorney General, and I did not know when, I felt I should reply to them in writing and to the Attorney General on this matter. Those were the first two points of their presentation.

Then they went into one of the points which you raised, and they concluded with others. A number of those were also beyond the purview of the minister.

**Mr. Conway:** May I ask, with an appointment by order in council, is it a routine matter that you would be called upon for any comment, or is it often, or always, done without your involvement?

**Hon. Mr. Drea:** Do you mean in this particular matter?

**Mr. Conway:** With the Social Assistance Review Board.

**Hon. Mr. Drea:** It has been demonstrated very clearly over the years that the selection of people for the Social Assistance Review Board is done in the office of the Premier. Nobody has been appointed in my time, but I presume I would sign the order in council.

**Mr. Conway:** Would it be a proper presumption that you would have power of consultation before you are asked to sign the order in council?

**Hon. Mr. Drea:** I would think so, Mr. Conway. The people who came to see me raised that point. I will give you precisely the answer I gave them, which is that I am probably the easiest minister to get along with.

**Mr. Conway:** I do not imagine that is a point of widespread dispute.

**Hon. Mr. Drea:** But I do not participate very much in the selection process. This one has been clearly identified as one made in the Office of the Premier. Yes, if there were appointments, I think I would be consulted on the basis of whether I had any objection, but not on the positive side.

**Mr. Conway:** Do I presume then that you do not yet have an appointment in your time as minister?

**Hon. Mr. Drea:** No, sir, I do not.

**Mr. Conway:** You do not.

**Hon. Mr. Drea:** You asked me if I sign any appointments. The answer is no. There is currently a vacancy on the board—that was what Mr. Borczak was whispering to me about—but there has been no appointment.

**Mr. Conway:** You are in the process now of expecting that to be filled?

**Hon. Mr. Drea:** Yes.

**Mr. Conway:** Are you happy, generally, with the way people are appointed to the SARB as far as you can judge?

**Hon. Mr. Drea:** Yes.

**Mr. Conway:** You are not advancing any cutting edge of reform there to change the procedure.

**Hon. Mr. Drea:** I do not see how I could reform the procedures, Mr. Conway. The people who are considered for that go through the Office of the Premier. I have always found the Office of the Premier in its broadest terms to find quite capable people to fill positions in this province.

**Mr. Conway:** I was just imagining that, as the minister with line departmental responsibility, you might in the course of your survey imagine that is an area in which you might want to advise for some changes. Obviously, you do not and you are happy with the way it is done.

**Hon. Mr. Drea:** You have a little different situation here. It depends really upon the function of the board. When I was in Correctional Services I had to appoint an expanded board of parole for the first time. It was very

incumbent to have people who were not only very good, but also who had an expertise in one form or another of criminology.

**Mr. McClellan:** A good principle.

**Hon. Mr. Drea:** Yes. But there were some people who had not had any look really at the inside nature of criminology, yet were put there because of their community interests and things that they had done. I had a whole multitude, a great numbers of boards in the last ministry. I found the Office of the Premier to make very good selections.

**Mr. McClellan:** Just pursuing that again, I do not have the material here, so I will not make any reference to specifics that I would be doing on the basis of recall. There were a number of complaints, at least in the material that I saw—and I assume we are talking about the same material—about what can only be called utterly bizarre behaviour on the part of certain commissioners.

**Hon. Mr. Drea:** Excuse me, not in the presentation made to me.

**Mr. McClellan:** It was in the written presentation, if I am not mistaken.

**Hon. Mr. Drea:** Perhaps I can get their presentation from my office. We had a discussion for more than an hour and a half, a very dialogue type of conversation. Maybe I should get that for you.

**Mr. Chairman:** Perhaps for the benefit of the committee, yes.

**Hon. Mr. Drea:** Maybe we are talking at cross purposes.

**Mr. McClellan:** Unless we are talking about different material, the material that I—

**Mr. Chairman:** Would you specifically explain what material for the benefit of the other members of the committee?

**Hon. Mr. Drea:** It was a presentation made to me. If we have it here, we can share it with Mr. McClellan. I understand his difficulties.

**Mr. McClellan:** Would you bear with us for a moment, Mr. Chairman? Again, I am not interested in raising the specific allegations because I do not have the material. All I want is an assurance that what I understood to be complaints about what I interpret as bizarre behaviour will be dealt with by the minister as he is looking into the matters raised by the SARB study group, and that it will be part of his reply.

**Hon. Mr. Drea:** They talked about the rights of subpoena of witnesses. Maybe I misunderstood your question.

**Mr. McClellan:** All right. Maybe I will drop this until I have the documentation. I do not know if it is the same stuff.

**Hon. Mr. Drea:** That is what was before me. They came to meet in my office.

**Mr. Chairman:** The members are just as perplexed and in mystery as I am as to what material you are referring to. Perhaps you could read the first page of whatever document this is.

**Hon. Mr. Drea:** While Mr. McClellan is refreshing his memory, this was a presentation made to me by the Social Assistance Review Board study group. I think it was in September or—

**Mr. Carman:** It was in September.  
4:20 p.m.

**Hon. Mr. Drea:** In the last part of September they met with me in my office for approximately an hour and a half and a number of people from this group read or discussed—I think discussed is the better word for it—a particular interest they had in the contents of this brief or whatever you want to call it.

**Mr. Conway:** Is this an ad hoc citizen's committee basically?

**Hon. Mr. Drea:** It brings together, Mr. Conway—and I asked them that—a number of people, some of them solicitors, some of them articling solicitors, and at least one social worker, because that was from Ottawa, who have appeared or know people who have appeared representing or assisting people in proceedings before the Social Assistance Review Board.

**Mr. Conway:** It was basically observations of that group under discussion?

**Mr. Borczak:** If I might add one comment on that, they come in under the umbrella of the Metro Agencies Action Committee with whom they are affiliated.

**Mr. Chairman:** Mr. McClellan, you did qualify your questioning earlier by saying that Mr. Johnston is more familiar with this and probably would have more questions.

**Mr. McClellan:** Yes. This is part of the material, but it is not all of the material. I think I will just leave this, if I may, until either myself or Mr. Johnston has the rest of the material.

**Hon. Mr. Drea:** That is all that is on it. That is all we received.

**Mr. Chairman:** Thank you, Mr. McClellan. Any further questions that you may have, Mr. McClellan, before we go on?

**Hon. Mr. Drea:** Mr. Chairman, could I speak for a moment?

**Mr. Chairman:** Mr. Minister, I am sorry, I did not know you had further replies.

**Hon. Mr. Drea:** No. Mr. Chairman, he has asked me one. Nobody else was in the room except myself and the people. They did not discuss any particular case or, to the best of my recollection, anything that would be in the area of bizarre behaviour. They asked a number of technical points under statutory powers and procedures, et cetera. To the best of my knowledge, I cannot recall them dealing specifically with any one case.

**Mr. McClellan:** I will obtain the material and maybe we can come back to it at a subsequent point during the estimates. That is probably the most useful way of dealing with it.

**Hon. Mr. Drea:** Sure.

**Mr. Carman:** Mr. Chairman—

**Mr. Chairman:** Yes. Are you answering Mr. McClellan?

**Mr. Carman:** Yes. I have just one point of clarification. I responded to the minister that the meeting was held in September. The months are passing faster than I realized. It was held on October 14.

**Hon. Mr. Drea:** That is right. It was the day after Thanksgiving.

**Mr. Chairman:** Thank you. Are you continuing, Mr. McClellan, or will Mr. Conway follow at this point?

**Mr. McClellan:** That is all I have for now.

**Mr. Conway:** No questions.

**Ms. Bryden:** I take it we are discussing the Social Assistance Review Board and its activities. I am looking at the statistics that were supplied to us. The number of appeals granted is certainly very small. A total of 12.5 per cent were granted and the rest denied. Under GWA only 6.5 per cent were granted.

Mr. Minister, I have personally represented some of my constituents before the Social Assistance Review Board and I must say that I have been somewhat puzzled by the procedure, particularly by the fact that it did not appear that the members of the board were supplied with the medical reports in cases where people were applying for disability pensions. All they were supplied with was a report by the director

of social assistance on his assessment of the case and his report on what the medical report had said, but the actual letters from the doctors were not supplied.

This seemed to me to leave the members of the board considerably in the dark because quite often a doctor would make a very strong case that the person, in his opinion, was totally disabled. It seemed to me that those documents should have been supplied to the members of the board instead of just leaving them to rely entirely on the report of the director.

**Mr. Chairman:** Mr. Borczak, do you have any comments on that concern?

**Mr. Borczak:** This is an area we have been concerned with for some considerable time. I have had discussions with the director of family benefits and other members of the ministry in relation to this. There is, I believe, a general agreement that this area needs to be improved, that there has to be some way of getting more information before the board than presently occurs. As I understand it, there are some fairly serious problems involved here in terms of who has the right to order the release of medical documents to other parties.

There was a very detailed analysis done in one of the research papers on this whole area in connection with the freedom of information study that was carried out. I think they have identified many of the problems this ministry has felt are very serious and must be resolved. They centre very much on the whole question of how far the administration can go, for instance, in turning over documentation which may include important psychiatric examinations, the results of those exams and that sort of thing.

The director is required under the law to make available to the appellant whatever written evidence he puts before the Social Assistance Review Board. I take that to mean that when he makes his written submission to the board and encloses whatever documents he chooses to do, if he were to enclose medical documents, then he would have to make available all of that material to the appellant to fulfil that requirement in the law.

I think that is where the problem seems to be, and it is a very serious one. I do not know whether they are now closer to a resolution of this or how far it is felt they may go to at least move a significant way in the direction of giving us more complete information. It may not be necessary to go all the way. It may be possible to go a good deal of the way and meet the



requirements, yet at the same time give proper significance to the release of documentation of this nature.

**Ms. Bryden:** Surely the appellant has already signed a release form to allow his doctor to send the information to the director of social assistance. It seems to me it would not be much more of an extension of that permission for him at the same time also to authorize it to be sent to the members of the appeal board in the event of an appeal. It still will not be going out to the general public or to his potential employers or any other people of that sort, but it will be going only to people who are administering the granting or denying of benefits.

I would think most appellants would be glad to sign such a release form. If you have not got a release form that covers the appeal board, would it not be possible to ask the appellant to sign a release form?

**Mr. Chairman:** Because this is a very important problem, I think you should clarify it for the members of the committee. It is understood that there is no existing release form for the appellant to sign.

**Mr. Carman:** Mr. Chairman, while Mr. Alfieri, the director of the operational support branch is coming up, I might say that the problem Ms. Bryden brings up was of particular significance when there was a difference between permanently unemployable and disabled. With the elimination of that differentiation, much of the discussion and much of the work of the board on the relevance of the medical report have been reduced. Perhaps Mr. Alfieri would like to comment on that specific question.

**Mr. Alfieri:** Mr. Chairman, with respect to the specific question, the only release form we have is for the authorization by the applicant of the release of medical records to the ministry. Most of these records come to us stamped "confidential, strictly for ministry use, not to be disclosed to client." In respect of the form four itself, this form is usually given to the applicant, who then takes it to the doctor of his choice. The doctor has an option: he can give it back to the applicant or send it to us.

The difficulty we are having about disclosing the form four to the applicant is that we, at this stage, are not sure that the doctor intends that information to be disclosed. Many doctors send it back to us directly. Even in respect of the current practice whereby we provide a synopsis

of the details of the medical data to the board, several doctors have expressed strong reservations about that.

**4:30 p.m.**

The situation is currently under review, especially in the light of the Carlton Williams commission and our own internal ministry policies on confidentiality. One thing we are going to have to resolve is that if we adopt the practice of providing the board with all the medical data available in our file upon which the board made a decision, then obviously by law we have to provide that to the client.

At that point I think two things have to be brought forward clearly both to the client and to the doctor, that in case of an appeal or a dispute this information will be made available to the board and then to the client. The doctors will have to accept that kind of process in completing the thing because the Ontario Medical Association and many doctors always keep writing to us expressing strong reservations about releasing the information to the clients. I think we have to develop a process that brings the whole issue up front for everyone, the medical profession, the client, the board and ourselves.

**Mr. McClellan:** My understanding of the regulations under the Health Disciplines Act is that it constitutes medical malpractice for a doctor to refuse to disclose a medical report to his patient. That clause has been invoked innumerable times by me, and I am sure all kinds of other people, with respect to workmen's compensation cases, and it never fails to produce the desired result. It is used only as an extreme last resort.

I am utterly baffled by the distinction between the procedures under the Workmen's Compensation Act and the procedures that govern this ministry. I have never been able to figure out how it is that if I am representing an injured worker at an appeal, I can get full access to the medical reports. Granted, I cannot take them home; I can only go and read them. And I gather that piece of nonsense will eventually be solved. I can sit there and make notes or I can dictate into the tape recorder the verbatim contents of the medical file. Yet when it comes to your ministry this is suddenly classified information which cannot possibly be released. In many cases I am dealing with the same individual and with the same doctors' reports. In the one

instance they are available to me and in the other instance they are not. You guys are out of sync and you need to get your act together.

**Mr. Chairman:** Mr. Alfieri, do you want to start answering or does Mr. Borczak first?

**Mr. Borczak:** I would like to make a comment in respect to that. I may not understand the workings of the WCB as well as I should, but I think there is an important difference. Our board is in the nature of a quasi-judicial tribunal and it has no investigative powers. It does not assemble any information of its own. It acts and decides only on the evidence that is put before it.

If you, Mr. McClellan, were able to have access to Mr. Alfieri's files on an FBA case in the medical area and then you came to us in representing the client, saying you had seen such and such documents on file, we would face the problem that you are telling us what there is in the medical documentation, but we would not have that documentation before us; whereas in the WCB the people who are involved in the process, as I understand it, have all that documentation. This board does not unless it is made available to us, so you have to still get it to the board. I do not see how you can get around that.

**Mr. McClellan:** Does that make any sense to you?

**Hon. Mr. Drea:** Yes.

**Mr. McClellan:** It does? It does not make any sense to me. Mr. Carman has indicated that part of the problem has been solved.

**Hon. Mr. Drea:** I am not saying whether I like it or not. Would you like to hear the explanation?

**Mr. McClellan:** It does not make sense to me because I do not understand how the Social Assistance Review Board could possibly make a decision which has to do with the interpretation of medical evidence if the medical evidence is not brought before it.

**Hon. Mr. Drea:** The detailed medical evidence is not brought before it.

**Mr. McClellan:** It becomes even more important now that you have eliminated the distinction between permanently unemployable and totally disabled. From now on everybody will qualify by virtue of a single medical definition. Either you are medically unfit to work or you are not. The basis of that, objectively, is the medical reports. How can you appeal to a

tribunal if the evidence upon which the decision is made is not available either to the appellant or to the judge?

**Hon. Mr. Drea:** Historically, the basis of most of the appeals has not been the medical certificate if the person is permanently unemployable. Historically, most of the appeals have been on the decision, not of the ministry but of the medical advisory board, that while the person is permanently unemployable, he was not disabled to the extent that it affected normal living. That has been eliminated.

**Mr. McClellan:** That does solve most of your problems, but it does not solve all of your problems.

**Hon. Mr. Drea:** I tend to agree with your other little point, which is that the medical certificate has assumed more importance.

**Mr. McClellan:** But you would be now in exactly the same position as the administration of the Canada pension plan for purposes of determining eligibility for disability benefits. The process is that the game is won or lost on the basis of the medical evidence. If you do not have access to the medical evidence, you are not in the game.

**Mr. Chairman:** I think Mr. Alfieri wanted to add some comments.

**Mr. Alfieri:** We are all aware that this is one area that needs to be reviewed and fine-tuned. Dr. Farmer is now co-ordinator of medical services for my branch. He is responsible for the function and operation of the medical advisory board between now and October of next year, which coincides with the finalization of the permanently unemployable Gains differential resolution. He will be reviewing the whole process of the medical advisory board, both in respect of some of the issues we have discussed this afternoon and also with regard to the fact that we are decentralizing the family benefits files to our area local offices.

We will have to review the functions of the board vis-a-vis the fact that, all of a sudden, the files are decentralized and the decisions are made there, and review whether we should continue to have a decentralized board, the composition of the board in terms of an interdisciplinary approach and so forth. This is part of our work plan for this year. We hope to have many of the recommendations of the minister relating to some of the concerns we have expressed this afternoon.

**Hon. Mr. Drea:** Also I suggested to the group that was before me that it make representations

to Mr. Sterling, the Minister without Portfolio. There is a task force, of which they were unaware, dealing with freedom of information, particularly with a policy on nonmedical reports.

**Mr. McClellan:** The Krever commission addressed your particular situation, did it not?

**Hon. Mr. Drea:** I am not too sure he did address us. He addressed the whole thing.

**Mr. McClellan:** He addressed the situation of the Workmen's Compensation Board very explicitly.

**Hon. Mr. Drea:** Yes.

**Mr. Conway:** I am going to await the next task force.

**Hon. Mr. Drea:** Which one is that?

**Mr. Conway:** I am going to let this one pass. I will do the next task force. There will be another one.

**Hon. Mr. Drea:** Part of the problem with the report of my friend Mr. Justice Krever was that while it addressed some parts of it, it did not necessarily address all of it. I think that the time has come for that, and I am very hopeful it will be done under the basis of Mr. Sterling's task force. There is a question not only of the right to medical evidence, but also a question of freedom of information. After all, there is medical evidence supplied to the government.

**Mr. Conway:** Was Alan Pope not involved too?

**Hon. Mr. Drea:** I did not know that he had a task force, Mr. Conway.

I was busily implementing Mr. Justice Krever's recommendations on insurance medicals at the time Mr. Pope was in charge of freedom of information. So I do have more than a passing knowledge of Justice Krever's report.

**Mr. Chairman:** We are slightly moving away from the topic.

**Mr. McClellan:** No, we are not. We are exploring a complicated subject.

**Hon. Mr. Drea:** I think the time has come, Mr. McClellan, that there has to be—for lack of a better word—a government-wide policy on the availability of medical information, taking into account some specific prohibitions, for instance, in the Mental Health Act, which I do not think anybody is challenging. We have our internal review going on. There is the one by the Minister without Portfolio. Hopefully, those can be brought together.

4:40 p.m.

What I said before I meant. Notwithstanding the fact that most of the disputes regarding interpretation of medical evidence—because they were not on medical evidence, they were on the interpretation of medical evidence—will go away with the one category. But on that one point you raised, where a medical certificate on the permanently unemployable or the disabled—whatever you want to call it—is far more significant now than it was in the past, what you may be drawing attention to is when there were two types of certificates that could be issued there was not quite the emphasis put on the first one as there was at the higher plane.

Now there is only one and, since it is an all-or-nothing situation now, I think it is time to get a government-wide policy on this, and that as much of the medical evidence as is possible be conveyed to the appellant and, indeed, to the people hearing the case, because they do not get it either.

**Mr. McClellan:** Just looking at your statistics, 43 per cent of the reasons for refusal of assistance are “not considered to be permanently unemployable.” This is on table four for 1979-80. Forty-three per cent of the cases which were denied were denied because they were not considered permanently unemployable. It indicates a sufficient magnitude of cases. Am I confused?

**Mr. Borczak:** The 43 per cent is of the total of cases that were refused assistance. That is correct. As you move over to the FBA program, the percentage then changes, because now we are dealing only with the FBA.

**Mr. McClellan:** That is right. So when you are looking at FBA, it is 70 per cent of your denials.

**Mr. Chairman:** Sixty-nine.

**Mr. McClellan:** Yes, 69 or 70.

**Hon. Mr. Drea:** But is that not considered permanently unemployable alone or people appealing from the PUE to the disabled category?

**Mr. McClellan:** They would be somewhere else.

**Mr. Borczak:** Actually they are not combined in that total. They are in that last figure of “other.” Most of those appeals come to the board not as a request to change the category from permanently unemployable to disabled, but rather on a plea of inability to manage on the amount of money they are getting as a permanently unemployable person. Most of them start



that way and then you discover that what they are really saying is that they want to be reclassified.

We do not have that identified that clearly in these statistics. We have put those into the category of "other." The bulk of those are these persons who are asking for the change in classification.

**Hon. Mr. Drea:** I do not mean to challenge you, Mr. Borczak—or otherwise you sold me a whole bill of goods back in April—but on sheer numbers, and I do not care how it may look statistically, do not tell me that seven per cent of your cases involve people who had a medical declaration that they were PUE but not disabled, otherwise the whole last 12 years does not make terribly much sense. The argument was that there were a large number of people out there who were in the PUE category and felt they should have been in the disabled category.

**Mr. McClellan:** There only seems to be 170.

**Hon. Mr. Drea:** You run your own board, but if you are telling me that 986 people came in because they had been denied status as permanently unemployable people and only 270 or so came in for an adjustment in their category, I find it a little bit difficult; I am sorry.

**Mr. Chairman:** We had a supplementary earlier on the questioning from Mr. Gillies and I just want to be fair with everyone. This is going back to the line of questioning of Ms. Bryden.

**Mr. McClellan:** Maybe we could just nail this down first, because I am trying to understand what happened. I am not making any particular point, but my understanding is that you have more of a problem with refusals on the grounds that they are not considered permanently unemployable than with the distinction between permanently unemployable and totally disabled.

**Mr. Borczak:** I must admit there is some confusion here and I am not quite sure where the confusion is. My recollection, Mr. Minister, is that I had given you some data recently and I recall we calculated about 10 or 11 per cent of our cases would be affected by this. I will undertake to double check those figures and see if I have made an error in the figures I am speaking of now and perhaps I can let you know.

**Hon. Mr. Drea:** Perhaps Mr. Alfieri could be helpful. If they were just PUE cases, they would be entirely in his area.

**Mr. Chairman:** The members of the committee would appreciate seeing the review of the figures, if you are going to do it.

**Ms. Bryden:** Mr. Chairman, I think possibly the explanation is that over the past 10 or 12 years the reputation of the decisions was such that a lot of people who thought they were permanently disabled just did not apply to the appeal process because they knew they had to be so totally disabled—practically unable to dress themselves or to get out of bed—that they would not be considered on the disability question. I am glad you have wiped out that distinction because I think it was an impossible sort of criterion.

**Hon. Mr. Drea:** Ms. Bryden, people came in a great number of cases. I do not know how many boxes are on the back now but I can recall in my own time when the doctor would check off the box that said "disabled" and the person would be handed the decision of the medical advisory board if the box above was checked, which said "permanently unemployable." It was very difficult to explain to them, because the layman's definition of disabled is being unable to work and since they were obviously unable to work—and no one quarrelled with that; their own physicians had even gone beyond that—it was a difficult area.

I think you are quite right too, because I can look at the number of appeals cumulative over the years which do not add up to the number of people on PUE who will be going on to disabled status.

**Ms. Bryden:** I do not think I ever won a case for someone who said they were disabled. Maybe that is a criticism of my advocacy or a judgement on it.

**Hon. Mr. Drea:** The truth of the matter, Ms. Bryden, is that it was virtually impossible to win a case until they changed it. It was extremely difficult to explain to a person who for one reason or another either never had or had lost their health, because they seemed to feel someone was accusing them of malingering and so on, and that was not the case.

**Ms. Bryden:** This indicates, I think, the need for a more careful assessment of the criteria for permanently unemployable, including medical evidence.

**Hon. Mr. Drea:** Probably Mr. Alfieri can shed some light.

**Mr. Alfieri:** Thank you, Mr. Chairman. I must admit I am also a bit confused because, judging from the number of cases that I remember dealing with where the difference was basically one of category between PUE and disabled, I

would have also felt that the numbers in that category of hearings would have been much higher.

The only thing I can suggest is that perhaps Mr. Borczak and I could get together and compare notes. It could very well be in the interpretation of the data, but my personal feeling was that the numbers would have been much higher around the area of the dual definition as opposed to the entry point.

The other observation I wish to make is that in most instances where we deem people not to be permanently unemployable, usually these are general welfare assistance cases and the municipality very often appeals on behalf of the client, because it is obviously in their interest to see the case transferred to family benefits, which perhaps again speaks to the need for some resolution around that particular area and that of the work Dr. Farmer is undertaking.

4:50 p.m.

**Mr. McClellan:** I would be interested to have a report back on this. The point I wanted to make was reasonably simple. I think of all of the ministries that are trying to cope with the vexed question of medical files, you have the simplest job because there are no third parties involved. The Workmen's Compensation Board has the employer breathing over its shoulder and there is the question of access by the police to medical records and it is another question that is part of the stew.

But for you folks it is relatively simple; there are no third parties involved. There is simply you and the client and the client's advocate and I do not see that you should have any difficulty in resolving this problem very quickly. It should not take a year.

**Mr. Gillies:** Mr. Chairman, some time ago I had a supplementary that had three or four items in it, a couple of which Mr. McClellan has already touched on. I wonder if your ministry has considered the possibility that the revisions of the Human Rights Code could have an impact on the activities of this board in terms of disability?

**Hon. Mr. Drea:** I do not really think so, Mr. Gillies, because the board is administering a statute. The reason they sit in judgement on the statute is because of a federal act. In order to get federal sharing under the Canada assistance plan, this type of board or its equivalent must be in place. Its ability to judge or to render a decision is based upon two acts: the General Welfare Assistance Act and the Family Benefits Act.

Perhaps if you could elaborate on what your concerns are in relation to the Human Rights Code—

**Mr. Gillies:** There was no specific elaboration needed except that you will be making judgements on cases that are affected by the amendments that are not under the existing code.

**Hon. Mr. Drea:** Yes, but there is one overriding criterion in all of this; you must be a person within the definition of need. These are not universal programs. General welfare assistance is fairly all-embracing because it is not a structured program; none the less you must be a person in need, you must fall within the eligibility criterion which, for simplistic purposes, is lack of funds, that lack of funds being beyond your own control.

When you get into family benefits under various programs, that is a very highly structured piece of legislation but, once again, you still must have the eligibility criteria; you must be either a person in need or, in the case of the learning disability, a child. There is no means test or no needs test on the learning disabilities end and for practical purposes this is just an administrative vehicle, because that is not under the Canada assistance plan and is not shared by the federal government. So where would the human rights element come in?

**Mr. Gillies:** I am not necessarily saying it did. I asked quite without guile the question as to—

**Hon. Mr. Drea:** I am just curious as to what impact there would be. Perhaps Mr. Carman can help.

**Mr. Carman:** Mr. Chairman, I do not think the impact is on the activities of the Social Assistance Review Board or—Mr. Gillies, I think you used the word visibility. Was that the question? Did I miss a word in your initial question? Would it affect the visibility of the board?

**Mr. Gillies:** The activities of the board.

**Mr. Carman:** Activities, yes. It will not affect the activities of the board, provided changes are made to the relevant legislation that makes it consistent with the bill that is now being debated, Bill 7. Where a change does have to be contemplated though is in the categorical eligibility that is now in the Family Benefits Act and General Welfare Assistance Act.

As you are aware, there are certain matters of sexual discrimination in those acts which the Ombudsman has brought to our attention; the draft bill brings those matters to our attention as

well. Clearly, within the two-year period following the proclamation of the act, where some bills are out of joint with the changes in the Human Rights Code, adjustments are to be made in those bills.

So we would have to contemplate, and we are contemplating, some policy review relative to the Family Benefits Act and the General Welfare Assistance Act. But those reviews are concerned substantively with dealing with the category of eligibility, and if that change is made it will not have any impact on the work of the Social Assistance Review Board. They will continue to apply whatever rules apply at that time.

**Mr. Gillies:** There are a couple of similar questions I might raise, Mr. Chairman, when we come to the income maintenance vote. My other question was, I think, addressed by the minister, since your ministry has had, or will have, some specific contact with Mr. Sterling in terms of his efforts. For there are other divisions such as children's services, for instance, where this whole question of confidentiality of records has arisen.

**Hon. Mr. Drea:** We have some other dealings, too. Obviously we have dealings with the federal Solicitor General about the proposed Young Offenders Act, particularly in regard to children's mental health matters or records in juvenile hearings. We also have dealings in this area with Mr. Sterling as well, but to a lesser extent.

We have, for practical purposes, a rather all-embracing ministry-wide connection, or liaison, or interest in whatever the freedom of information legislation is going to be, because we are, I would think, probably the largest single repository of personal information in the entire government. It can be argued that there are data you supply to the Ministry of Transportation and Communications in connection with your driver's licence, such as age, sex and a few other things, and they have some personal data on you as well from the courts, but certainly we are the largest repository of intimate personal data.

There has been, at least in recent times, a great effort made to protect the dignity of the individual client. A dozen years or so ago it was common practice in some of the smaller municipalities for the clerk to keep a ledger of the recipients of social assistance during the year. It used to be argued that no one would look at the old ledger book, but somehow they did. That practice was discontinued by this government,

but not without people arguing the taxpayers' right to know where moneys were expended. In larger municipalities the practice ceased around the turn of the century because they could not keep up with the paperwork.

Everyone in the ministry who deals with individual clients bears the onus of confidentiality, and properly so, in order to protect the dignity and privacy of clients in terms of family benefits applications and so forth. In cases of marriage breakups some of the details people bring forward in good faith are very personal.

At the same time, it is necessary to preserve the right of a person to challenge a ruling which they feel has been based on inaccurate data. The only way that can be done is to provide as much information as possible on what led to the decision made so that the person can challenge. Whatever route government takes in regard to freedom of information I do not think, because of the intimate nature of the data we have stored, it will ever be possible to answer satisfactorily for every individual.

**5 p.m.**

This is not to say that I am pessimistic about the future. However, in the juvenile offender area there is certain psychiatric material it may not be to the benefit of the offender to know about. We also have data on institutional records that may not be of benefit to the individual requesting it. Thesame situation obtains in the field of adult mental health.

There are many examples in the area of family benefits and general welfare assistance, alcoholism for one. While it is not the same social stigma it used to be, we have data on clients served in alcohol recovery dwellings. We will probably be having a lot of similar situations in that data field. So obviously we have to have a great deal of liaison and interface with Mr. Sterling's work.

**Mr. Gillies:** You were listing some organizations that were very apropos. I might add the children's aid society.

**Hon. Mr. Drea:** Yes.

**Mr. Gillies:** I have been much involved recently in a case with which I think you are familiar, one of child custody and an adoption proceeding, with any number of things going on at the same time. I am certainly not privy to all of this documentation, neither am I saying I necessarily should be, but my impression was that certain parts of hearing proceedings were deleted depending on the party—there were multiple parties involved—that the documents



were being referred to. Yet a determined and interested individual, hunting and scratching around long and hard enough, can find the information he wants.

So it is not just an issue in your ministry; it is an issue in the children's aid societies; it is an issue of court records. This one case convinced me it is a very big problem.

**Hon. Mr. Drea:** There is no question that it is a problem. All I am saying is that this particular field of government endeavour is much more personal and intimate than many others, although obviously Health is in the same situation. There are some things that may be purely financial in nature and not intimately personal, and that do not open the door to one's entire being being analysed in public. But one does not necessarily like that information to be revealed.

I am not sure there is a single, total approach to it. I am not sure that there ever will be. The right of the individual to know has to be balanced along with the right of the individual to have his or her privacy protected, even from other members of the family. But the public has the right to know.

**Mr. Gillies:** Particularly sensitive, in my short-term experience in this anyway, was the question of psychiatric records.

**Hon. Mr. Drea:** Yes, that is a very difficult one, not so much for the public but when a particular individual wants to know, as in the matter of one's right to institutional records concerning his or her care. On the surface that seems to be a normal request. But people under institutional care are there for a reason. Four or five years later, when they have recovered from their illness, they could be profoundly shocked to learn of their institutional behaviour. One could argue what possible use would that information be to them. These are problems you run into in that area.

Everyone is human and likes to think his behaviour is normal. Quite often it is not, and it is quite a shock to see a cold, clinical analysis of it. Mr. Carman has had more experience in this area than I have had.

**Mr. Gillies:** That is all I had to ask on that particular issue, Mr. Chairman. Thank you, Mr. Minister.

**Mr. Chairman:** Ms. Bryden, you were the last on the list for questions to the minister. I do not know whether it is appropriate to do so, but I will say thank you for raising a concern in this area of evidence that is shared by everyone in the committee as well as by the minister and his staff

**Ms. Bryden:** I hope the matter will be looked into further. The chairman of the board has mentioned, also, that some of their study includes the need of disclosure of medical records and how it could be arranged.

**Mr. Chairman:** Do you have any further questions to ask of the chairman of the Social Assistance Review Board or anybody else?

**Mr. McClellan:** Just one thing that we will come back to. Perhaps we could agree to pass the vote and, with the indulgence of the committee, come back to the matter of when either myself or Mr. Johnston will be able to get the material we wanted to discuss.

**Mr. Chairman:** We have sort of been stalling on this item.

**Hon. Mr. Drea:** Excuse me, Mr. Chairman, but I want to know about this.

**Mr. McClellan:** This has to do with concerns I understand have been expressed by a number of lawyers who have represented clients before the Social Assistance Review Board, with respect to the procedures of the review board as well as practices of members of the board during hearings. I would like to leave it at that until I am able to get my file.

**Hon. Mr. Drea:** Perhaps when you get your file you will tell me what you are talking about.

**Mr. McClellan:** That is it precisely. In a nutshell, I do not want to shoot off my mouth without having the material here.

**Hon. Mr. Drea:** I gave you material and obviously it was not what you were referring to.

**Mr. McClellan:** That was part of the material only.

**Hon. Mr. Drea:** To the best of my knowledge I have never seen anything else. It may have gone to someone in the past but has not been conveyed to me at this time. I will supply you with whatever you want.

**Mr. Chairman:** Are you suggesting, Mr. McClellan, that we refrain from voting on item 10?

**Mr. McClellan:** I do not think that is necessary as long as people are agreeable to coming back to it. It will not take long. This is just something I want to raise with the minister, to have him include it in his general review.

**Mr. Chairman:** All right, fair enough. Shall item 10 carry?

Item 10 agreed to.

Vote 2901 agreed to.

**Mr. Chairman:** Thank you, Mr. Borczak, for your attendance and your enlightened information to members of this committee.

**Mr. Borczak:** I will get the corrected figures to the committee.

**Mr. Chairman:** Thank you.

**Hon. Mr. Drea:** He is also going to look into that 986.

On vote 2902, adult and children's services program:

**Mr. Chairman:** We are now resuming vote 2902. We have voted on the first and second items, and are now on item 3, field administration. Are there any questions or comments on item 3? Shall item 3 carry?

Item 3 agreed to.

On item 4, income maintenance:

**Mr. Chairman:** We will start with you, Mr. Gillies, followed by Mr. McClellan, as soon as the minister is ready to listen to your questions.

**Mr. Gillies:** Through you, Mr. Chairman, to the minister, who I know expects me to raise this issue because I have raised it with him before.

Under the Family Benefits Act, section 7, "An allowance and other benefits may be provided in accordance with regulations...to anyone who has attained the age of 65 and who is not eligible for a pension under OAS"—as we all know—"and who has attained the age of 60 years but has not attained the age of 65 years and is a widow or an unmarried woman."

My interest in this particular clause really goes back to my experience in my riding. I do not have lineups of senior citizens coming in to see me or my assistant every week, feeling that they are not being taken care of adequately by the province, or that their standard of living has taken an appreciable dive by virtue of their turning 65.

**5:10 p.m.**

Perhaps it is partly a function of the age of my community, which I think is one of the older cities demographically in the province, but I do have a lot of women who would fit precisely under this clause (b), who feel, quite frankly, that they have a great deal of difficulty living on \$278 a month.

We have had this discussion before, and I know, and I agree with you, that in many cases such a person should be able to get a job and support themselves. You are not over the hill when you turn 60 by any means.

On the other hand, with the employment situation being what it is in some of our cities in

southwestern Ontario, it is not the easiest thing for a woman of 62 or 63 years to find a job, and so she is sometimes supporting herself on this \$278 a month. I would suggest to you, Mr. Minister, that if there is one area we could look at very seriously in perhaps enriching the benefits, that is one.

The other issue I would throw at you, and I believe there is a private member's motion on the Order Paper to address this—Mr. Samis'—is that I, as one of the younger members or somewhat liberated in my own thinking, do not think we should be saying "a woman who has reached the age of 60." I think that is a throwback to a bygone age and that we should be looking at bringing this legislation into line with such things as the Ontario Human Rights Code where we are now looking at this as being discriminatory.

Although I hesitate to say we should just holus-bolus change clause (b) to read now that "any person who reaches age 60"—

**Hon. Mr. Drea:** That is what you are asking?

**Mr. Gillies:** That is not necessarily what I am asking. I am just wondering if we should review this whole section and perhaps bring it more into line with the progressive thinking being demonstrated in other parts of our government. Believe it or not, that was a question, and I shall stop there.

**Hon. Mr. Drea:** Will you tell me how to do it?

**Mr. McClellan:** Introduce a private member's bill and pass it.

**Hon. Mr. Drea:** Now he says he does not want everyone brought in under it. You tell me—

**Mr. McClellan:** You are right. You have a job that is—

**Hon. Mr. Drea:** Yes. What do you want me to do? Change it to "female"? Originally—and is that act still on the book?—it was the aged spinsters'—

**Mr. Gillies:** I believe it is still popularly known as the widows' pension.

**Hon. Mr. Drea:** Yes, it may have been, but the technical name of that particular section at one time was the "aged spinsters' allowance." That goes back quite a while. It is a very historic act. But if you are saying to me—

**Mr. McClellan:** I remember that. So does Domenic. We were both welfare workers when that WUW program was implemented.

**Mr. Gillies:** I am sure that at the time it was very progressive.

**Hon. Mr. Drea:** Okay, here is the proposition you put before me, and let us forget about the money for the moment. You are saying you do not like the word "woman" in there. Okay, what word do you want to put in there, at age 60? Person? That means men would get it too.

**Mr. Gillies:** It says a widow, an unmarried woman or a woman. I am just wondering if, in this day and age, we perhaps should be looking at a widow or widower, unmarried person or persons.

**Hon. Mr. Drea:** So what you are asking, under the guise of a bit of semantics, is to expand the allowance to anyone, any person over 60. That is what you are asking.

**Mr. Gillies:** It is not necessarily what I am asking. Perhaps more accurately what I am asking is whether you—

**Hon. Mr. Drea:** Mr. Gillies, let me read you the section from memory, can I? If I change it to "widow" to "widower," okay, that is all of society at that age and with those qualifications. Okay?

**Mr. Gillies:** Yes.

**Hon. Mr. Drea:** If I change it from "woman" to make it "single person," okay?

**Mr. Gillies:** Yes.

**Hon. Mr. Drea:** If I change the third one in there to "person," that becomes all embracing. Everyone living by themselves at age 60 would be eligible for an allowance from the province, supposing they had need for a specific allowance.

**Mr. Gillies:** Yes.

**Hon. Mr. Drea:** Okay? That is what you are asking. Why do you not say so?

**Mr. Gillies:** You broke it down yourself. You said there was the issue philosophically and there was the money. Do you have a problem with it apart from the money?

**Hon. Mr. Drea:** Yes, there was a specific allowance set up to meet the specific problems of a group in society.

**Mr. Gillies:** Yes.

**Hon. Mr. Drea:** Now you say that is not good enough any more. You want it for the entire group. That is a very substantial departure from the intent and the program.

Sure there are money implications, but I really wonder if that is what you want, under the guise of, "Let's take a word out here or there." If

you want to, then I would think you should advocate that every single person at age 60 should qualify for such an allowance.

**Mr. Gillies:** Just to pursue your point, because we broke it down. Your money argument—

**Hon. Mr. Drea:** I have not got to that yet. Interjections.

**Mr. Gillies:** I buy the money argument. What I do not buy is the philosophical argument, and I really feel it is out of step—

**Hon. Mr. Drea:** First of all, I think you should look at why this specific allowance was created. It is not an allowance available under general welfare assistance, it is a very specific provincial allowance. It was designed in an earlier time when females—and I give you the title, which was the "spinster female"; it may have been for widows, but it was also aimed at the single female of that time.

**Mr. McClellan:** It was called the widows' and unmarried women's allowance.

**Hon. Mr. Drea:** It was the aged spinsters' allowance when it first came in.

**Mr. McClellan:** When it first came in, it was a separate act called the Widows' and Unmarried Women's Allowance Act, which was referred to as WUW.

**Hon. Mr. Drea:** But it was set up for people, many of whom had never worked for gain in the work force and many of whom had reached an age where they were alone. In other words, the family, et cetera, had gone away, and it was specifically designed for that category of person.

If you are telling me that philosophically that is not good enough any more, you are also opening the door to the fact that if it is that philosophically out, maybe that particular allowance is not really needed at all. Perhaps it might be better for the person just to be under the terms of general welfare assistance or in some other category of family benefits. But I suggest to you that once again you are neglecting to look at the personal feelings of a considerable segment of the population in that class. They do not regard themselves as social assistance recipients, they regard themselves as provincial pensioners. They do not regard themselves in the same category as people on social assistance.

If you extend that, if you object to it on philosophical grounds then I would suggest you have to put it out for all persons, which does have some implications in regard to pensions



and other things, rather than take it away and say since it appears to be sexist or discriminatory, it should be under an all-embracing type of program. You are not doing those people a favour. You are looking at a particular set of words and you are saying, "Well, we don't really care philosophically for the words any more, so the price that will be paid is that you will report to the municipality or whatever." I think that, philosophically, has to be taken into account.

By the time you are my age, there will not be a problem, because younger people do not regard social assistance with exactly the same views as do older people. They are tuned in. It has been with them all of their adult lives, et cetera.

**Mr. Chairman:** What the members of the committee would appreciate from the minister is knowing whether you object to that allowance on the basis that it is discriminatory, or whether you feel it should be supplemented by another allowance for males.

**Mr. Gillies:** Those are two separate points, and I must say that the sex specificity of it is a point I raised. The point my constituents raised to me is that they feel the allowance is too low.

**Hon. Mr. Drea:** Before we get to the actual money, what are you advocating in terms of that allowance? Are you sitting here today and saying it should be dismantled and put into some general purpose benefits? Family benefits would be difficult but we could put it under general welfare assistance and they could report to the local social assistance office and fill out all of the things, et cetera. Which do you want?

5:20 p.m.

**Mr. Gillies:** I think you are telling me in your previous answer that I am ahead of my time; that some years down the road that will not be a problem, but now it would be.

**Mr. Chairman:** I just wanted to mention, it may be the fact that the oldest constituency has elected the youngest member in Parliament, that may be problem you are having.

**Hon. Mr. Drea:** I have not got into the pension problem. I brought in some pension legislation in my last portfolio. Have you really considered the implications of having an allowance open to a male at 60 and what its impact might very well be in the general pension area, with all of the complications?

**Mr. Gillies:** We have obviously considered that in the select committee and I appreciate your argument. I do, however, want to point out there is a philosophical problem here. It is inconsistent with Bill 7, quite frankly.

**Hon. Mr. Drea:** I can change the whole of the GWA and FB acts; they are not all that sacrosanct. I can make them wide open and say, "Go to one place."

**Ms. Bryden:** It seems to me what the minister should be looking at is a guaranteed annual income for people who are unable to work or unable to get into the labour market for a variety of reasons, such as the fact that a woman may have spent all her life in real work in the home but it has been unpaid work and she is not qualified to get into the labour market.

**Hon. Mr. Drea:** Ms. Bryden, please, I said for gain or something, I clarified it.

**Ms. Bryden:** Right. Anyway a guaranteed annual income would ensure that those people, whether they are men or women who are unable to find employment because of the reasons of their previous background or their inability to fit into the labour market at the present time, would be guaranteed a share of the wealth of this province. I do not think those people should be denied a share just because they do not happen to qualify under other sections of the bill. Also, I do not think they should all have to go through the procedure of applying for "welfare."

There should be a right, it seems to me, for people whose income does not meet certain criteria to apply for a guaranteed annual income and there should be, of course, incentives to enable them to supplement that by getting out into the work force. But also I would hope that the honourable member of the party over there would support a reduction in age to 60 for receipt of old age security, because it seems to me that is also going to be very necessary in future years as we try to expand opportunities for young people.

This has certainly been suggested as an answer for those people who find it difficult to find employment after the age of 60. Perhaps they would be better off with old age security and the opportunity to engage in the kind of voluntary activities that a lot of seniors do. I think that is what you should be looking at rather than a change in this particular piece of somewhat archaic legislation.

But certainly we do not want to deny those people who have spent their lives in the home, or those men who find that at the age of 60 they are unable to fit into the labour market for a variety of reasons. We should not deny them a share of our provincial wealth. Therefore, the guaranteed annual income is really the answer.

**Hon. Mr. Drea:** I think in fairness, since you have asked me to comment on it, that not only in this province but indeed in the country, this is part of the general review of the whole area of pensions or income security. I think it would be much better addressed in those deliberations rather than becoming a substitute for one form or other of senior citizens' security. The whole of the Canada pension plan and its implications are being looked at.

You have the Haley commission report on pensions in this province and obviously there is a special category. It may be objectionable, it may give concern to my colleague from Brantford, but I think, Ms. Bryden, there are certain functions in society that are filled almost exclusively by females and they are particularly the care of people in the family, and not necessarily children. That is perhaps why they never went out for wages. They had some primary obligations placed upon them. They did not exactly volunteer, they met the need. This form of allowance was a recognition of that.

If you want to go to a much broader sphere, I agree with you, many of these things should be addressed under income security, but that has to be rather all embracing, taking into account not only government pension plans but private pension plans and whatever. I just do not think by moving an allowance here or there we really meet the problem.

You have the question of mandatory retirement, which is part and parcel of this. If you want to start saying that as long as you are alone you have an incentive to retire, albeit in most cases it would be without pension, you do not have to worry about the income security of your older workers because you know as long as they are alone at age 60 they can qualify for provincial allowance. This has some very substantial implications in the pension field and I think all of those have to be looked at in concert, rather than employ the ad hocery that has brought us to the situation in income security in one's older years we have today.

**Ms. Bryden:** Is your government prepared to give some leadership in the development of an alternative program? Because I certainly do not think we could leave these women who, as I say, have performed very useful services in the home and probably may still be performing them in looking after other people. I do not think they should be cut off assistance.

The women, or men too, who may be performing very important services in the home

looking after ailing members of the family, whether they are children, mentally retarded adults or other, older people, should not be cut off social assistance even though technically they may be available for the labour market, but cannot be spared from that home to go into the labour market.

**Hon. Mr. Drea:** Ms. Bryden, perhaps I could sum it up in one sentence. Unless and until the income security for seniors, and that would include this category, is brought into modern terms and conditions, I am not inclined to change the nature of this allowance. I think if this allowance disappears it will be because it is redundant and has been superseded by other income security programs.

**Ms. Bryden:** It may be somewhat similar to the single fathers' case, which I think you should be covering by permitting single fathers to get mothers' allowance. If there is a male who is at home and is needed there because of other incapacitated people in the home, I think he should be entitled to an allowance, rather than be expected to go out to work and try to find a homemaker or someone who cannot perform the same function in the home.

**Hon. Mr. Drea:** I am looking at that right now, Ms. Bryden, but I think it is a little different type of thing than—

**Ms. Bryden:** Well, they are parallel.

**Hon. Mr. Drea:** Somewhat in regard to the sex angle, but not in terms of the income security.

**Mr. Martel:** If I can I want to find out from the minister if anything has changed in 10 years, and I do not think it has.

**Hon. Mr. Drea:** Then why ask?

5:30 p.m.

**Mr. Martel:** I just wanted to confirm my worst fears. My colleague just brings up a matter which I have had as the subject of a private member's bill for I guess five years now: single parent fathers being allowed to get family benefits. I have always found it intriguing that if someone raises enough hell, an order in council is passed and you silence him and he goes on to better things and draws his benefits and the whole furore dies.

When a guy comes along who has enough gumption to take on the establishment and the cabinet and everything else, he is raising too much hell and the press has started to pick it up,

you get another order in council and he gets his. You manage to keep the lid on that way. It is perverse, but it works well.

**Hon. Mr. Drea:** That is the story of my life.

**Mr. Martel:** Aside from that, let me just say to the minister very seriously that I have had opportunities within the last six months to talk to a number of your staff—I will exclude Domenic Alfieri, because I do not want him to be fired—who indicate to me, Mr. Minister, that at one time, based on the income of people on family benefits, they could counsel them at least to help them to make ends meet. Now I have people from the ministry saying it just does not work any more; there just is not enough flexibility because there is not enough money for them to counsel any more on how to take short cuts or do things in order to make ends meet. It just is not there.

With the rate of inflation running the way it is, and the increases you give, which always run behind, there just is not enough money left to counsel clients adequately on how they can overcome their shortcomings, which they were able to do in the past. There just is not enough latitude now; there is not enough elasticity in the budget to do that. That is how desperate it is. It is your own staff, Mr. Minister, who are telling me this.

That is a condemnation of the levels of income you are paying people. I know full well this government traipsed off to Ottawa a number of years ago to scream and kick and shout and cry for the indexing of the Canada pension and the old age pension, but you are not prepared to do the same in the area for which you, as a government, are responsible, and that is indexing pensions for people who are on FBA.

That is strange; that is having it both ways. Certainly you made those representations to Ottawa—not you, but one of your predecessors, Hon. Rene Brunelle, made them. I have the brief he presented at a federal-provincial conference where he advocated the indexing of CPP and the old age pension.

I have always found it strange that in the two places where the province is responsible for indexing—one would be WCB, maybe, and the other one is here—the government has not been prepared to index, despite their strong protests in Ottawa for lack of indexing at the federal level. I have never been able to understand how you could have it both ways and why you will not index, particularly with the way the rate of inflation is running.

We have to understand that these people are

the most vulnerable in our society in terms of income. You and I can absorb a certain amount of inflation, but they certainly are not in a position to absorb a 12 per cent inflation rate and get a nine per cent raise in income. That has been happening to the working class in the province for the last three years; the rate of inflation has exceeded the increase in takehome pay, but there was some flexibility.

With these people there is no flexibility and the amount of increases you have given—as I say, even your own staff are complaining that they cannot even counsel now because there just is not enough money to be able to counsel them adequately so they can make ends meet. That is a pretty devastating statement.

These are not people who are attempting to undercut the ministry. These are people who are long-term civil servants, who are good. I heard someone say the other day, and I said it many times when I was critic, “I do not see how people stay in this ministry.” It should be the most exciting ministry in government, where you could do the most benefit, but it is always the one that gets short shrift.

**Hon. Mr. Drea:** Short shrift, how?

**Mr. Martel:** Not enough income, not enough money to work with. You play around with programs, you have little pilot projects. The real purpose behind many of the pilot projects is you just do not have enough money, so you keep them at bay and have a little project here, a little project there.

It goes on all the time and has for years. You have just never had the money necessary to do the type of job I think some of your predecessors, and I suspect you, would like to do. It is a straight economic problem. I am going to give you a couple of examples.

Am I still right in assuming that under the income section foster parents get more per child for looking after a foster child than a natural mother would with the same family? That has not changed, has it?

**Mr. Alfieri:** I may need a clarification of the question as to which foster rate Mr. Martel is referring to.

**Mr. Martel:** Any of them.

**Mr. Alfieri:** The CAS foster rate?

**Mr. Martel:** Yes, CAS.

**Mr. Alfieri:** The marginal rate for a dependent child on social assistance is less than the foster rate paid by children's aid societies to foster parents.



**Mr. Martel:** Then Judge Thomson should be screaming at the top of his lungs to get that changed. If we want to be civilized, we would be making sure that in order to keep her family together the natural mother would be getting as much money as the CAS pays out towards the maintenance of kids who are in a foster home. Surely to God I am sure the good judge believes that the best place for these children is in the home with the natural parents and not off somewhere else.

In the many years I have advocated equalizing it, to keep a natural family together, nothing has changed. We continue to perpetuate that nonsense. It has been my experience in a good many instances that the amount of money is important, particularly when kids get to high school. When kids are in grades six, seven and eight they do not notice the difference, but when they get to high school they start to notice those differences. They do not have skates and a hockey jacket, and they notice that other kids have these things.

If you were giving the natural parents the amount of money a foster parent gets, you would be able to provide a little more than you can now. Heaven help me, we have asked this government to change it. They say nothing ever changes.

**Hon. Mr. Drea:** Mr. Martel, are you telling me that people surrender the custody of their child to others so that they can have the conveniences of life?

**Mr. Martel:** I am saying that frequently children get into a dispute at home. Part of it is over money, and they leave home. Yes, I am saying that. I am saying that families break up because there is insufficient funding in the home and that we should be—

**Hon. Mr. Drea:** They also break up when there is an awful lot of money in the home.

**Mr. Martel:** Sure, I do not dispute that, but they have the advantage of having the money if they want to do something with it, whereas if you do not have the money you cannot provide the amenities that might help to keep that family together. I am sure that has to change and that the day will come when we will smarten up in society and do our utmost to keep children with their natural parents rather than in a foster home. Money is part of it.

**Hon. Mr. Drea:** Mr. Martel, we are doing that now.

**Mr. Martel:** No, you are not; you are paying a difference.

**Hon. Mr. Drea:** Part of the reason for the difference is that when a child is placed in foster care the CAS is purchasing a service. That child may have quite distinct and particular needs there which in general family surroundings the child may not. Many of the children going into foster care have a difficulty in their own home and it has nothing to do with money.

**Mr. Martel:** I agree that in some instances it is not, but I disagree when—

**Hon. Mr. Drea:** In most.

**Mr. Martel:** Oh, no, you cannot eliminate it so cavalierly.

**Hon. Mr. Drea:** Mr. Martel, I do not know whether you were raised in a home where you got a pair of skates or a hockey jacket whenever you wanted them.

**Mr. Martel:** Hardly.

**Hon. Mr. Drea:** And I was not. You have done quite well; it has not permanently affected your life.

**Mr. Martel:** Yes, but do not use you and me as the basis for formulating your policy.

**Hon. Mr. Drea:** I think we have one thing in common: we sure never saw the silver spoon.

**Mr. Martel:** You want to believe it. Neither one of us saw the silver spoon.

As I said, I would discuss areas where there has been no change. There has been no change in the philosophy of this ministry with respect to that particular item. I see Judge Thomson wants to speak on this because he knows I am right. He is anxious to get his oar in, I can tell.

5:40 p.m.

It is a fact of life, and I can never understand why we are not prepared to pay as much to keep a family together as we are prepared to see paid through the CAS. Maybe I am obtuse, but I cannot understand it. I am not trying to be facetious, I just cannot.

**Hon. Mr. Drea:** Putting them both on a scale, I do not think would accomplish very much.

**Mr. Martel:** Why do you not try it?

**Hon. Mr. Drea:** If I thought it would accomplish a great deal, I probably would. On the basis of how you have described—and it may be something deeper, I do not know. By the same token, one could argue that an emotionally disturbed child—

**Mr. Martel:** I am not talking about an emotionally disturbed child.

**Hon. Mr. Drea:** All right. Do you want to limit it to a perfectly normal one who does not have a

problem in the world, other than that certain of the amenities of life other people have are not provided for him? I am just trying to follow your reasoning.

**Mr. Martel:** I have in my riding five or six Ontario Housing Corporation developments. If there was ever an aberration, that is it.

**Hon. Mr. Drea:** I have more in mine.

**Mr. Martel:** Every tom cat you can get is in there. I go into those places and in my opinion they are just a disaster area, not only in maintaining the problems in those areas but in exacerbating the problems. You should spend some time in them.

**Hon. Mr. Drea:** For the record, I have 10 times as many families in Ontario Housing within the confines of my riding as you do.

**Mr. Martel:** You do not see problems there?

**Hon. Mr. Drea:** I see problems, but I would not categorize it as every tom cat living in there. I do not understand that.

**Mr. Martel:** What I am saying is that in the ones I have been in in Sudbury—and I have been there a number of times—for example, a woman on welfare or family benefits does not have the money to go out for an evening or does not have the money for a babysitter to get away from her kids occasionally and, out of sheer loneliness, she has problems. You see racing around those corridors all kinds of characters who are there for one reason only.

I am not saying the women are doing that, I am just saying these guys know that women are in that predicament. If I had my way, I would break them all up into such small sections there would not be two houses together housing the same type of people—

**Hon. Mr. Drea:** Agreed.

**Mr. Martel:** —because the problems are just exacerbated. If you say money is not a problem, if you go in there you will see inadequate money is a serious problem.

I am not talking about a silver spoon or a pair of hockey skates every year. I am just saying that when you are in grade nine having a little bit of cash in your pocket to buy a pop with the rest of the kids and things like that overcomes some of the frustration those young people have at never having a few cents for themselves. This has to leave its mark because they do not like being different. The peer pressures are there; it is all there.

My hope is that over the years we would wake up to the fact that it does exacerbate an already

serious situation and that those young people frequently are in fights with their parents or, if it is a mother-led family, with the mother, because they just do not have enough money.

I cannot agree for a moment with anyone who disputes that. There just is nothing left over. That creates problems because, as I say, the children are subjected to peer pressure not only in the immediate environs where they live, but in the school setting and so on. I just think that some day we are going to see the necessity of encouraging maintenance at an adequate level which would keep families together.

For example, they are never allowed anything extra. I remember when I first started to raise the matter of the clothing allowance. I borrowed that from British Columbia back in 1972 or 1973. I remember the first time we did it it was \$25, which was an improvement.

I would do it twice a year. You see, you are wrong; you dress them in the fall, but in northern Ontario you do not wear in January the clothes that you wear in September. There should be an allowance for winter clothing. There should be a second kick at the can, because two distinct sets of clothing are necessary. I advocated that it should be twice, we got it once; thank God we are moving in the right direction.

But as parents you knew, and I know, that we dress our kids totally differently at least twice a year. You give the first allowance—and it was a good one—in September to get them back into school. What do you do in January, when a pair of boots is \$40 or \$50 and a coat is \$100?

I would encourage you to make a change and add a second allowance for winter clothing and give it on December 1 or December 15 or January 1. It does not get as cold here, but it still gets cold enough to warrant it in Toronto and even more so in the north.

That took a number of years and it was a move forward. We advocated then it should be done twice a year. You have increased the amount from the original \$25 but you have not come in with a second kick at the can, which should be enough for at least a totally new set of outer clothing that is now probably the most expensive going. Nothing changes with children.

Let me give you another example: Is it true that if someone on family benefits gets a bill from a specialist, you are prevented by regulation from paying the specialist? I believe I am right.

**Mr. Alfieri:** Would this be a bill the person has received in relation to normal service which is not otherwise paid by OHIP?

**Mr. Martel:** Yes, either over and above OHIP, because the doctor has opted out, or for another procedure, particularly from specialists, most of whom in the north are out of OHIP.

**Mr. Alfieri:** The family benefits regulations do not cover that kind of benefit. The general welfare assistance regulations might cover that by special assistance or supplementary aid, subject primarily to local discretion.

**Mr. Martel:** You know my problem in the Sudbury area. I gave you that chapter and verse for years and the same birds, who have always been there, are still in power.

This will lead me to a whole discussion on mothers' allowance in a moment. I just recently had a case where they would not pay the bill. Where is a woman in a mother-led family supposed to get the money to pay the doctor if the bill is over and above OHIP premiums, out of the OMA fee schedule? Where is she supposed to get the money to pay for it?

**Hon. Mr. Drea:** She is not supposed to get the money to pay for it.

**Mr. Martel:** When the doctor says, "I want my money," and he holds out his hand and says, "Hurry up," what does she say?

I know why you do not want to start paying.

**Hon. Mr. Drea:** Oh, no.

**Mr. Martel:** I understand it full well, because you have not got the courage to say, "No, you do not extra bill." So this woman has to come up with the money somehow, does she not? If you start to pay it for one, the doctors will soon get the drift and you will be paying for it all. That is why you do not want to start paying.

**Hon. Mr. Drea:** No, I think there is a very simple—

**Mr. Martel:** Oh well, give it to me.

**Hon. Mr. Drea:** It is for us to acquaint the doctor with the fact that she is in receipt of family benefits, which he probably knows already anyway, and that it is not going to be paid. He is going to get the schedule fee; I think that is our responsibility. If you are advocating it, of course, but I do not think you are.

**Mr. Martel:** Oh, no, I would advocate they could not bill above the fee schedule. That is the only course I would advocate.

**Hon. Mr. Drea:** On that thinking, you should compliment the authors of the Family Benefits Act, because that is all that is paid.

**Mr. Martel:** As I said, I just recently had a case.

**Hon. Mr. Drea:** Are you telling me a doctor has denied someone medical treatment on that basis?

**Mr. Martel:** Yes, a woman who has a little boy with club feet.

**Hon. Mr. Drea:** And what happened?

**Mr. Martel:** I tried to get ComSoc to pay. ComSoc said they could not pay for it by regulation. I went back to the doctor.

**Hon. Mr. Drea:** And what did the doctor do?  
5:50 p.m.

**Mr. Martel:** He eventually wrote it off. But it leaves a woman in a terrible position, which leads me to the other problem I want to deal with. Let me ask two others very quickly. What about the woman who takes in a boarder?

**Hon. Mr. Drea:** One of the guys you want to kill?

**Mr. Martel:** No, I am talking about, for example, a woman who might be in her late fifties or sixties and she takes in a boarder. She is penalized more heavily for taking in the boarder in terms of a reduction of her income than is a woman who goes out to work in the regular work force. Has that changed at all?

**Mr. Alfieri:** Yes, that situation was changed last year when we moved it from a percentage of the revenue to a \$30 flat charge, regardless of the amount of boarder revenue the woman would get.

**Mr. Martel:** Run that by me again so I understand it.

Interjections.

**Hon. Mr. Drea:** Do not suffer cardiac arrest. It happen to like you. It is that air of utter disbelief, with the dilated pupils.

**Mr. Martel:** It only took 10 years, but run it by me again.

**Mr. Alfieri:** Originally, Mr. Chairman, we used to charge 40 per cent of the total revenue the recipient received from the boarder, subject to a minimum. The concern about that was that if the boarder was paying, let us say, \$200 a month, we would charge \$80 against the allowance. The feeling was that this was not fair, because if that woman was working, she would benefit from an earnings exemption which would provide her with more money.



The analogy was that having a boarder is just like working and therefore some change should be made to reflect this particular situation. The change was made whereby now we only charge a flat \$30 per month by way of income, regardless of the amount of board the woman receives from the boarder. Therefore if the woman receives \$200, now we will only charge \$30, whereas before we used to charge \$80.

**Mr. Martel:** Oh, my, we are making progress. I have been advocating this for how many years now, Dom? Too many?

Let me deal with the other one that really worries me. These are just peripheral. It is your attempt to turn mothers over to people in the municipal field. I think I am right that you want to do that, do you not?

**Hon. Mr. Drea:** Yes.

**Mr. Martel:** As long as you have agencies like the one in Sudbury and so on—

**Hon. Mr. Drea:** Which one is that?

**Mr. Martel:** It is the one under Mr. Paul Shack.

**Hon. Mr. Drea:** I am sorry, when you say "agent," I do not know what you mean.

**Mr. Martel:** General welfare, GWA. As long as those attitudes prevail really you cannot do it, you must not do it. Some of those people are—I am sorry, I am not sure "sophisticated" is the word I am groping for—do not understand people and their needs, people like mother-led families. They do not. They do not understand that you do not use children as the scapegoat to make the father go back to work. They do not understand all of those problems. If you are going to make mother-led families the responsibility of the general welfare agencies, I would implore you not to do it.

Your staff knows over the years I have given chapter and verse. Despite regional government coming in and a better outlook, there are too many of those boards that are just not with it. They have all the old myths yet, Frank. They still believe that anyone who is on welfare is lazy, shiftless, irresponsible, and that the best way to deal with them is to get tough with them.

I fear this, I actually fear it. I have talked to my colleagues about other areas of the province to see if there have been similar circumstances to those in Sudbury over the years. I am told there are and that worries me. It worries me to no end, because I could sit with you for an evening and recite chapter and verse.

Your predecessors have come to Sudbury, and have sent their top staff to Sudbury—Mr.

Alfieri was there one night, when they got into the most bitter confrontation between me and the board on behalf of single-parent families and so on. Those people did not understand. They have all the old clichés in their minds, all of the old beliefs; they do not read enough. The counsellors who are only part-time—and I am not being critical for that reason—do not have enough control over the administrator. The administrator runs his own show. He tells them what they want to hear or what he thinks they should hear, and it is a disaster area.

You are inviting disaster if you allow that to occur unless you can guarantee to us that all of the administrators are sensitive, sensible people, who are going to go back to their boards and say these are facts of life as they really are. But do not just dump it. So help me, if there is one thing I would beg you not to do, it is that.

**Hon. Mr. Drea:** First of all, Mr. Martel, I am not dumping. We went through this the other day.

Secondly, I suggest to you that no matter what I did in this area of moving towards a single delivery system it would be virtually impossible for you to agree with it, because the position of your party has been, not only in this province, but in other provinces, that it should be centrally administered, which means the province.

**Mr. Martel:** No.

**Hon. Mr. Drea:** No?

**Mr. Martel:** In BC we initiated some of the elected boards and that was wiped out by the Socreds—the boards that Barrett introduced in the various areas.

**Hon. Mr. Drea:** There were boards. The delivery system was centralized in BC.

**Mr. McClellan:** For income maintenance.

**Hon. Mr. Drea:** Yes. That is what we are talking about.

Now then, you have told me before I cannot have it both ways. I suggest to you that the problems which you rather euphemistically referred to before—and I understand what they are and I commend you for the way you described them. You cannot go on treating the mother-led families in isolation, concentrating large numbers of them in Ontario Housing or whatever the derivative is locally, doing all of these things then having a woman coming to the end of the line after her children are raised, and suddenly put her back on general welfare because she no longer is part and parcel of the family benefits only because she has raised her

family. There has to be a cohesive, community-wide effort in terms of the single-parent family, and not necessarily all those are on income maintenance.

I suggest to you that if you centralize it may make it more efficient. It may do a lot of things. But with either a duplicate delivery service or a single, centralized, delivery service run from Toronto, I am not going to be able to provide the income maintenance—and I think the income maintenance is the least of it; the services are far more important.

**Mr. Martel:** Yes. Okay.

**Hon. Mr. Drea:** I am prepared to say to you that in three quarters of the province, if the system was changed to have a single delivery system it would be of much more benefit to the mother-led families than the duplicate system today.

You obviously disagree with me about your area. But I tell you, I am not dumping. If the municipal units agree to go this route, they will be doing it under rules and regulations. They will, in effect, be the agents of the province. The same criteria that now apply will apply there and they will be better criteria, and that will be part of the agreement or there will be no sharing of funds, Mr. Martel.

**Mr. Chairman:** Mr. Martel, it is past the hour. Shall we take a vote on item 4?

Item 4 agreed to.

**Mr. Chairman:** We will adjourn today at vote 2902, item 5, and resume our meeting tomorrow.

Thank you, Mr. Minister, and your staff. We are adjourned until tomorrow.

The committee adjourned at 6:02 p.m.

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SPEAKERS IN THIS ISSUE

- Bryden, M. H. (Beaches-Woodbine NDP)
- Conway, S. G. (Renfrew North L)
- Drea, Hon. F.; Minister of Community and Social Services (Scarborough Centre PC)
- Gillies, P. A. (Brantford PC)
- Martel, E. W. (Sudbury East NDP)
- McClellan, R. A. (Bellwoods NDP)
- Shymko, Y. R.; Chairman (High Park-Swansea PC)

From the Ministry of Community and Social Services:

- Alfieri, D., Director, Operational Support
- Borczak, M., Chairman, Social Assistance Review Board
- Carman, R. D., Deputy Minister









No. S-18

# Legislature of Ontario Debates

## Official Report (Hansard)



### Standing Committee on Social Development

Estimates, Ministry of Community and Social Services

**First Session, Thirty-Second Parliament**  
Tuesday, November 3, 1981

Speaker: Honourable John M. Turner  
Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

**Tuesday, November 3, 1981**

The committee met at 3:59 p.m. in room No. 151.

### ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES (continued)

On vote 2902, adult and children's services program; item 5, adult social services:

**Mr. Chairman:** We will start our committee meeting. Yesterday we were on item 5 of vote 2902, adult social services, when we adjourned. In your absence, Mr. Johnston, Mr. McClellan indicated that we leave it open. Although it was part of item 4, income maintenance, it made reference to the Social Assistance Review Board study group with whom you had met and who apparently presented a brief. We asked the committee if we would allow you to comment on that. Would you like to start with this, Mr. Johnston?

**Mr. R. F. Johnston:** Fine. The brief was to the minister, not to myself. The minister met with this group as well. I think he indicated he would be getting back to them in a few weeks' time or something like that.

**Hon. Mr. Drea:** No, I said in writing. I explained why in writing, but you were not here. It was because one of the requests involved another ministry they were going to see.

**Mr. R. F. Johnston:** I do not know if that has happened yet. Have you written to them?

**Hon. Mr. Drea:** No, I only met with them on October 13.

**Mr. R. F. Johnston:** Since that time they have come to me with some other case information to back up the kinds of concerns they raised.

**Hon. Mr. Drea:** Excuse me just before we start. This appeared to be a problem yesterday. Mr. McClellan appeared to think that I had that. To the best of my knowledge, I do not.

**Mr. R. F. Johnston:** I will be glad to give you copies.

**Hon. Mr. Drea:** Fine. There was great confusion here yesterday because in the discussions that we had there were no specific cases mentioned.

**Mr. R. F. Johnston:** I have a number of copies here and I will give them to your staff so you can

have them, unless members of the committee would like them as well. This is a list of concerns in specific cases that people representing individuals before the Social Assistance Review Board ran into. At the end of each one of these letters that they have put in they have listed a number of concerns. I would be glad to make those available through the clerk of the committee, but at the moment I need them to work from.

**Mr. Chairman:** Would the members like to have a copy of that brief? Yes. We would appreciate it. Do you want to keep that for a while? Is that the only copy you have, Mr. Johnston?

**Mr. R. F. Johnston:** This is the only copy I have at the moment.

**Mr. Chairman:** Maybe you could proceed with your comments. After you have finished the clerk will make copies available.

**Mr. R. F. Johnston:** One of the major concerns—if we can deal with some of the issue areas that they were concerned about—was the whole method of appointment of people to the Social Assistance Review Board in terms of their background experience making them suitable for this kind of position. If they did not have a background in that area, there did not seem to be much of an opportunity for training them if and when they were appointed to the board. I wonder if the minister has established whether or not he would like to see some review of that process and of the ongoing training that is made available to board members.

**Hon. Mr. Drea:** I made it plain yesterday, and I made it plain to them, that the minister does not do the appointing to the board. There have not been any appointments to the board in my time, so I do not know whether I sign the order in council for the appointments.

**Mr. R. F. Johnston:** A minister is by tradition approached for a recommendation.

**Hon. Mr. Drea:** No, the minister is not approached as I understand it. The entire selection process is handled, as I said yesterday—and as I think the SARB study group says in its main brief—by the Office of the Premier. Apparently, that was established in meetings with preceding ministers. Since you

are looking for a broad representation of people for the board, I am satisfied that the selection process in the Office of the Premier is satisfactory.

They raised the issue of training, and I have asked Mr. Mulrooney, the executive secretary, to provide me with some information on just how the training and so forth is handled. I think it is fair to say I am reviewing the latter part of that question, but not the former.

**Mr. R. F. Johnston:** One of the other things they raise is the difficulty of getting information about the medical advisory board.

**Hon. Mr. Drea:** We went into that yesterday and that is under review.

**Mr. R. F. Johnston:** You should tell me what you have covered so I do not ask the same questions. I can always read Hansard.

**Hon. Mr. Drea:** One of the problems is that Mr. McClellan asked many of these questions, but he did not have a complete file. If you read Hansard, you will see it is spread all over the place. Perhaps with this additional information you have, which Mr. McClellan did not have, that might clear up the record. There was some confusion on my part about those specific cases of, as he called them, "bizarre behaviour."

In terms of the medical advisory board, the medical evidence was discussed yesterday. That is under active review and Mr. Alfieri, director of family benefits, put some time frames on the duration of the study, if I recall correctly.

**Mr. R. F. Johnston:** I will find that out from Hansard rather than going back over it; I don't want to waste the time of the committee. Did you deal with the question of court reporters and the procedure on that?

**Hon. Mr. Drea:** No.

**Mr. R. F. Johnston:** I wonder if the minister has thought any more about the current process as regards having a court reporter, which is that you have to request one, generally speaking, to have the information taken down. Almost all of the cases I have been involved with have also involved legal counsel on the other side. Do you feel it may be time we moved to having transcripts taken of all of these cases?

**Hon. Mr. Drea:** When I met with them we discussed this. First, there was agreement on their part that making a court reporter mandatory would be extremely difficult because they are not available in very large numbers. Some of the people from the SARB study group were solicitors or articling solicitors. They understood that point.

I pointed out to them that in my previous ministry, and in this one, to get a court transcript has been a fairly long procedure even if you order it right away. There was some suggestion that the newer type of court reporting technology, in which a stenomask is worn over the mouth, be used. Then if a transcript was required, it could be taken from the tape; somebody on the board could do that. I think Mr. Anderson pointed out that the board had attempted that at one time and it had not been very satisfactory.

That was one of the things I said I would advise them about in writing. We are looking at it, Mr. Johnston, but I do not think it is as clear-cut a priority as is the medical evidence.

**Mr. R. F. Johnston:** Right.

**Hon. Mr. Drea:** While the board has been quasi-judicial, traditionally it has been relatively informal—not that transcript availability is going to make it more formal or informal. There is the concern about time particularly. Because I have been in that position, I realize the difficulty for someone who is representing people and needs a transcript—I never did—to check something. The Workmen's Compensation Board provides it. I have represented people before the WCB, and I know the court reporter or the equivalent is there. It does take stenographic—I have not been there in a couple of years—

**Mr. R. F. Johnston:** It is stenographic still.

**Hon. Mr. Drea:** Is it still stenographic and not the mask?

**Mr. R. F. Johnston:** Mostly not.

**Hon. Mr. Drea:** Of course, the stenomask is utilized in the courts now, too, but I have never had it used. I realize if you are a legal practitioner and a case becomes complicated and you want to go to divisional court, then you do want a transcript.

**Mr. R. F. Johnston:** Especially with some of the problems you run into. It strikes me when you get the board's report that you often get a very short synopsis of the decision, just the nub of it, often without its being put into the context of all the information brought forward. I think that groups like this who are concerned about it feel that certain things that were raised were not properly taken into consideration. All you can hope is that the board member who is taking notes is doing so properly at the time you are making a point.

In some of the instances raised in these examples that will be circulated, the lack of connection between evidence given and deci-

sion made is apparent. The feeling by these young lawyers especially, and by myself, having done a couple of complicated cases, would be that it would be very nice to at least be able to have the testimony taken down by a court reporter, so that if you want to appeal you have got that to base it on and thus are able to make your arguments.

4:10 p.m.

**Hon. Mr. Drea:** I think we are looking at one particular fundamental change in the board in that the appeals from the permanently unemployable to the disabled category will no longer be there. Since it was clearly the medical advisory board's decision that you were not in that upper category, to record those transcripts is not going to be of great use to anybody because, ultimately, no matter how well the advocacy proceeded, you are still up against that particular decision.

In the light of an anticipated much lessened case load, I would like to take a look at this. I think that point has to be made because the work of the board and the case load have expanded enormously, as well as the whole area of its being a vehicle for the learning disabled cases, which are complicated. Those latter are diminishing returns because of the gradual introduction of Bill 82, except that even when Bill 82 is fully implemented there may be a challenge that the specific case is not being addressed by it.

I should like to take a look at it and see if we cannot come to a reasonable opportunity for the people representing clients, whether they are solicitors or parasolicitors or what have you. The truth of the matter is that nobody goes into a case expecting to go to Divisional Court.

**Mr. R. F. Johnston:** No. That is not why it was set up as a place to facilitate things.

**Hon. Mr. Drea:** If every case was going to Divisional Court, you could lay down all the equipment.

**Mr. R. F. Johnston:** There are a couple of other things that were raised by the group that I have some concern about. One is the question of who actually writes the reports that come down in a particular case. There is some feeling that from time to time it is not just the people who heard the case, but it is often a rewritten decision after a board meeting in general, and it is not necessarily written by the people who were at it.

Is that the case? It is an allegation that has

been brought forward, which seems to me to be a little strange if that is the way it operates. Do you understand what the distinction is?

**Hon. Mr. Drea:** Yes, we do.

Interjections.

**Hon. Mr. Drea:** It would be much better if Mr. Borczak were to answer. If we cannot get Mr. Borczak today, I can get you the answer.

**Mr. R. F. Johnston:** Yes. I would be interested to know at any time. It just seems to me that would be a strange approach. I prefer it to be the people who were actually involved in the hearing that did the final report.

The other thing is something I feel a little awkward about raising. I do not really know how to deal with it. There are a number of these cases, which I shall be leaving with you, where I have concerns about the approach to the Social Assistance Review Board by one member specifically of the board who is said to be very aggressive, intimidating and rude to complainants at hearings—at least these are the allegations that come forward.

There are two things that come up out of this. One is the individual involved, and I do not really want to get into that as I do not think that is particularly the approach that should be taken in estimates. But the question comes up, how does one review the role and attitude of board members? What is the procedure for reviewing whether somebody is not being helpful in the process or may be seen to be impeding the process? Is there a process set up for reviewing the way members behave on the board? Who do people appeal to when they feel they have been badly handled in that kind of situation?

**Hon. Mr. Drea:** At the risk of interfering with an independent tribunal—and, unfortunately, the independent tribunal is not here—I would say there is a procedure. A person would file a complaint with the chairman and ask for a particular review of the case. I think this is pretty standard on quasi-judicial and judicial boards. He would file a complaint through the normal channels. In the courts it would be through the administrative judge, in this case through the chairman. It would be incumbent upon the chairman to review the complaint.

**Mr. R. F. Johnston:** What power does the chairman have? Taking it further, if the chairman does become concerned about that activity, perhaps not in one case but in a series of cases, where there is cumulative evidence, does that chairman have the ability to relieve a board



member of his position? Does he have the ability to make a recommendation to someone to do so? How does that operate?

**Hon. Mr. Drea:** Without putting anything into the chairman's mouth, he obviously would have various routes that he could go. Perhaps when he is here, he could answer. I presume he could go ultimately to the minister and recommend an order in council dismissing the person. What his routes are, and how specifically within the framework of his office he reviews these things, are matters that Mr. Borczak should discuss rather than the minister.

**Mr. R. F. Johnston:** I just was not sure what the situation was.

**Hon. Mr. Drea:** If you are asking if the complaint came to me about a specific person, through myself as the minister or through any part of the ministry, obviously we would immediately refer it to the chairman of the board.

This board is slightly different from other tribunals. From the very inception, there is said to be far more of a formal arm's length differentiation between the ministry in its entirety and this board than in arrangements with many other administrative boards and tribunals. There are memoranda of understanding and arrangements with other boards.

**Mr. R. F. Johnston:** My concern is that people are appointed to this board without having specific background in terms of knowledge of the kind of social legislation we have in Ontario. One could argue with that, I suppose, but people—

**Hon. Mr. Drea:** Allegedly. They may or may not have.

**Mr. R. F. Johnston:** Yes. Some do and some do not. Of the 20, one can look at a list of people about whom, prior to that, one would wonder what the background connection was. I would not to go as far as our friend, Ed Ziemba, might have gone in the past, but—

**Hon. Mr. Drea:** He used to write a lot of letters for appointments, not necessarily to this board but others.

**Mr. R. F. Johnston:** I remember you saying that.

**Mr. Martel:** That is the best way to kill a Tory.

**Hon. Mr. Drea:** No. He used to be very successful.

**Mr. Martel:** If I get a request for a recommendation from a Tory, I write it off. I punish him.

**Mr. R. F. Johnston:** That has the desired effect.

**Hon. Mr. Drea:** Since he was relatively successful, I do not think these were Tories.

**Mr. R. F. Johnston:** The point I am trying to make is that people seem to be appointed for a number of reasons—

**Mr. Martel:** Political.

**Mr. R. F. Johnston:** —and I would be worried that there might be the possibility of having someone who was inappropriate stuck in that kind of position. Given the sensitivity of these kinds of cases and the kind of stress and strain that families often are under in these instances, if someone is inappropriate because of his inability to deal with these kinds of cases with the kind of discretion and sensitivity that is required, I would be anxious to know that there was some way of relieving the board of that individual.

Again, not dealing with this particular case, for it comes up time and time again here, but in terms of the hypothetical, I would like to know that there is a good clear way of being able to remove from a board someone who is inappropriate for it.

**Hon. Mr. Drea:** The same ultimate provisions would apply to this board as apply to all boards, whereby the chairman has certain recommendations he can make to the minister which I suppose ultimately involve a removal by order in council for just and sufficient reason.

4:20 p.m.

Implicit in any order in council, although it is not stated there, is that while it is quite often for a specific term, it is also at pleasure regarding good behaviour, et cetera. It seems to me that in other parts of the government—not on this board—there have been cases whereby a person was found to be wanting in service to the board and one did not have to wait the full three years.

Offhand, I think the chairman has some other provisions in that he might not assign that particular person to cases, or he might very well have the option of assigning a person he has some concerns about to cases along with some senior members or with the counsel for the board, who is completely independent of the government.

In any event, I have some information here from Mr. Mulrooney, the executive secretary of

the board, on your other question. I will read it. "Each member writes a summary from his own notes. The board staff then writes the notice of decision from the board members' summaries."

**Mr. R. F. Johnston:** That is just a staff function of clarifying the language.

**Hon. Mr. Drea:** Yes. It may be true that somebody else physically writes, types or dictates, but it is based upon the board members' own notes.

**Mr. R. F. Johnston:** Those are the board members at the meeting.

I have just a final statement on this so that we can move on to other things. Whether it has to do with the kind of report that comes in, or with the amount of detail that is given in a statement or decision by the board, or with inappropriate behaviour by somebody on the board, I think the need for a court reporter or for a good record of what has been said is very important. Otherwise, in dealing with complaints about an individual board member, you are going to be dealing from the opinion of either the individual who is trying to get redress through this system or through a representative and not with any hard evidence of that person's behaviour. I think it would be just another good argument for having an official transcript for any of these hearings.

**Hon. Mr. Drea:** We have done a transcript quite often as you probably know. Of course, it does not note the inflections of voice or whatever. It is a physical record of the words that have been spoken, but quite often there is a question of—

**Mr. R. F. Johnston:** I agree that it would not be the total answer, but it would be better than not having anything at all except for the word of one person against the word of another.

**Hon. Mr. Drea:** Yes, but I am also pointing out that it is not the universal answer. The human factor has to be taken into consideration because you can have judicial courts where the approach from the bench is quite often considered rough or abrasive or what have you, but that is that particular jurist's style. I suppose ultimately the question is whether it was a fair hearing.

I must say to you that a little bit of this came out. I asked but I did not receive back the detail that you obviously have. I do not know why. Maybe they did not have it on that occasion.

**Mr. R. F. Johnston:** Some of these were copied to you.

**Hon. Mr. Drea:** Copied to me?

**Mr. R. F. Johnston:** Yes. The letters in these cases are to Mr. Borczak with copies to you and to myself, "Richard Anderson, social critic of the NDP." I guess that is a mixture of John Johnston and Richard Anderson.

**Hon. Mr. Drea:** That is all right. Yesterday there was a fellow whose initials were B. R., who was introduced as M. R. who used to be a throwing back for the ill-fated Argonauts.

**Mr. Martel:** Are they still your football team?

**Hon. Mr. Drea:** Yes, I watched them on Saturday. They have a few fellows there, Mr. Martel, who—

**Mr. R. F. Johnston:** The file is just to indicate for the record, Mr. Chairman, that these are case histories.

**Hon. Mr. Drea:** They did not tell me about a specific name or a specific person. Subsequent to that meeting, I asked Mr. Anderson because I could not get a direct answer; maybe it was because of the time and a whole lot of other things. Various people spoke on that. Since it appears to be one name, I am going to see if there cannot be a written report to the minister. When I receive it, because I have to receive it from the board, I will share it with you.

**Mr. R. F. Johnston:** I am just going to make clear what they are so that the people know.

**Mr. Chairman:** I do have a question. This brief, Mr. Johnston, was submitted to the minister?

**Mr. R. F. Johnston:** No, this is supplementary to it.

**Hon. Mr. Drea:** It was a brief submitted to me on October 14. Apparently there is some supplementary data, which was not discussed in the meeting on that morning, which led to some of the confusion yesterday. Mr. Johnston now has a particular concern about one person and he has some other questions. He is going to give that to me, and I will get a written report from the chairman of the board on that matter. I suppose it might be wise to get a written description of just what the chairman would do in this whole area of allegations of a board member being wanting, what his authority is and what would be the whole procedure.

**Mr. R. F. Johnston:** I think that would be very interesting.

**Mr. Chairman:** What concerns me is the allegation and the person who is named in that particular brief. When the study group handed the brief to the minister I just wondered whether they intended it to be seen by the minister only,

and perhaps by yourself, or whether they assumed there would be a wide circulation of that particular brief with names mentioned, or whether there would be any problems of a delicate nature if we made copies of it and distributed it to committee members. I am wondering about this.

**Mr. R. F. Johnston:** I am not concerned about that. They were given to me with the full knowledge that we would be discussing the Social Assistance Review Board here and they were fed to me in that way. I also am not mentioning the name here in order that committee members can also show discretion when they see it mentioned.

**Mr. Chairman:** All right. In other words, there is a request on your part for some discretion and confidentiality?

**Mr. R. F. Johnston:** I do not think there is any need for us to deal with the allegations, but I am interested in the procedure.

**Hon. Mr. Drea:** Mr. Chairman, the member has dealt with it very fairly. He has talked about it to the minister and given the minister enough indication of what he would like done and he has not mentioned any names.

**Mr. R. F. Johnston:** There are two things, just to make it clear what I am getting at. One thing that the minister and I have which you may want copies of, but which I do not have copies of at the moment, is the initial brief. I think that was entitled, Social Assistance Review Board of Ontario Critical Analysis and Proposed Changes.

**Hon. Mr. Drea:** We had those yesterday, but nobody seemed to want them. We brought some with us.

**Mr. R. F. Johnston:** The other one I was given today is on specific cases from this group known as the Social Assistance Review Board study group. It is several cases with letters attached to specific cases and it elaborates on a number of concerns they have. I would like to file that.

**Mr. Chairman:** And it is only for committee members' information. I just wondered, Mr. Minister, if the other question that was raised by Mr. Johnston, namely, what procedure is followed in dismissing a member of a board such as this one—

**Hon. Mr. Drea:** I do not think he asked that.

**Mr. Chairman:** At least it was being discussed.

**Hon. Mr. Drea:** I think he asked what was the procedure and the power of the chairman when

there were allegations or complaints made about the conduct of a member of the board at a hearing. He just wanted the whole procedure.

**Mr. Chairman:** Is this something you would be providing?

**Hon. Mr. Drea:** I said I would get it in writing from the chairman, which is really the appropriate way, and the whole committee can have it or Mr. Johnston can have it.

**Mr. Chairman:** That is precisely what I wanted to add, that if you do provide that information to Mr. Johnston, I would imagine all members of the committee would like to have it as well.

**Hon. Mr. Drea:** Sure. It would have been provided by Mr. Borczak when he was here except, unfortunately, the question was not asked and he is not available today.

4:30 p.m.

**Mr. Martel:** I just have a short question. I want to raise a question on the Social Assistance Review Board very briefly. I looked at the list of names. Am I wrong in assuming that you still have not put someone from the native community on that board, or is there one of those people who might be from the native community? I have looked at the names and I cannot tell.

**Hon. Mr. Drea:** I have not made it. There has been no room for me to make changes, Mr. Martel.

**Mr. Martel:** I started advocating that change back about 1974 or 1973 or some time like that, trying to get someone from the native community on it. I made another request or suggestion that you have a recipient or a client on it. Do you have one now?

**Hon. Mr. Drea:** I would not know that, but I know in the past there have been.

**Mr. Martel:** There have been?

**Hon. Mr. Drea:** Yes. There was a person, now deceased, who was a family benefits recipient and who was in a wheelchair. In my time he was a recipient of FBA.

**Mr. Martel:** I would certainly ask the minister to keep in mind that we should put on someone from the native community in the northern Ontario region because of the number of native people there.

**Hon. Mr. Drea:** We could not find them. I faced that matter with the parole board, as you know.

**Mr. Martel:** Yes. I would ask the minister to



use his good office when there is an opening, if it is possible to see an appointment there, to make such an appointment.

**Hon. Mr. Drea:** As I said yesterday, I do not do it but I will certainly bring that to the appropriate attention.

**Mr. Martel:** Thank you.

**Hon. Mr. Drea:** I do not know whether I can answer your question or not. Perhaps Mr. Alfieri could enlighten me? Could I just ask him that question privately?

**Mr. Martel:** Yes, sure.

**Hon. Mr. Drea:** Are any of the present Social Assistance Review Board members in receipt of social assistance or prior to? I do not want their names.

**Mr. Martel:** No, neither do I.

**Hon. Mr. Drea:** Mr. James Ballantyne, who is deceased now, was a member for six or seven years, a long time, Mr. Martel. He was in receipt of family benefits. I think the act had to be changed so he could retain his fringe benefits on family benefits because his per diem excluded him. Mr. Alfieri tells me he is not aware at the present time of any. I will check that with Mr. Borczak as well.

**Mr. Chairman:** Mr. Johnston, before we make copies of these various cases, I see there are five cases where some are anonymous and where some names are mentioned. Do you want for the record to name any of these cases?

**Mr. McClellan:** Does the committee want these or is it sufficient to leave it with the minister?

**Mr. Kolyn:** I would like to see it.

**Mr. Chairman:** Maybe some of these individuals would have wanted to remain anonymous.

**Mr. McClellan:** Why does the minister not anonymize the reports and then duplicate them for the committee?

**Mr. R. F. Johnston:** Fair enough.

**Mr. Chairman:** Thank you. That is the answer to that problem. Mr. Martel, have you finished your questioning?

**Mr. Martel:** On the Social Assistance Review Board, yes.

**Mr. Chairman:** We are back to item 5 unless there are some further comments on the study group. Item 4 was carried yesterday.

**Mr. McClellan:** Income maintenance?

**Mr. Chairman:** Yes.

**Mr. McClellan:** It was not carried when I was here.

**Mr. Martel:** I was here. That was vote 3.

**Mr. McClellan:** Why did you do that when you were going over the six o'clock adjournment hour? Why would you carry the vote before they got to speak on it?

**Mr. Chairman:** We have carried other items and went back and referred to them.

**Mr. McClellan:** I put it to you that you had no authority to carry a vote after the six o'clock adjournment hour.

**Mr. Martel:** Let me ask the chairman how that got carried. I was in a discussion or a dialogue with the minister on income maintenance, and then you left no time—

**Mr. Chairman:** Then you left.

**Mr. Martel:** What do you mean I left? I left when the committee adjourned.

**Mr. Chairman:** You were here when it was carried, according to the clerk.

**Mr. McClellan:** What time was that?

**Mr. Chairman:** We went over by a few minutes. There is nothing wrong with the committee going over by two minutes past the hour.

**Mr. Martel:** Right up to the bitter end, the deputy minister and I—

**Mr. Chairman:** You were present here. It must be senility, Mr. Martel, or something if you do not remember it.

**Mr. Martel:** This is insanity.

**Mr. Chairman:** I am sure if you think back, and you may have to be hypnotized, you will remember that.

**Mr. Martel:** You can hypnotize me if you want to see if that was the case.

**Mr. Chairman:** The clerk was here, I was here and members of the committee were here. You were present and we carried it. If there are any questions, I am sure we can go back, as we did in discussing the study group. There is nothing to prevent you, Mr. McClellan, from addressing questions to the minister. We did it in the case of Mr. Johnston.

**Mr. McClellan:** I would just ask the chair to exercise a certain amount of caution about—

**Mr. Chairman:** There was no objection from Mr. Martel when we carried this vote.

**Mr. Martel:** I was speaking to the deputy minister.

**Mr. Chairman:** Mr. Martel, you were present when item 4 was carried.

**Mr. Martel:** Would you ask the deputy

minister, if the question was called, whether we were not into a discussion? Just ask him; that is all. Do not be afraid.

**Hon. Mr. Drea:** At any rate, Mr. Chairman, in fairness, since obviously the members want to ask some questions, I am always agreeable. I do not really want the judgement rendered. It is pretty unfair to ask my deputy about it. In fairness, regardless of what members were doing at the time or whatever, it really is not incumbent upon a public servant to give a description. It is a little bit unfair, Mr. Martel.

**Mr. Martel:** I would not be unfair with the deputy minister. He is a very capable individual.

**Hon. Mr. Drea:** I know you would not be.

**Mr. Martel:** All I am trying to imply, Mr. Minister, is I was in a discussion with him. If it was called, it was called while I was involved in it.

**Hon. Mr. Drea:** I thought you were in discussion with me.

**Mr. Martel:** Both of you in fact.

**Hon. Mr. Drea:** Mr. Martel, I am not going to get into this. But I have some clear recollections of yesterday afternoon.

**Mr. Martel:** Yes.

**Mr. McClellan:** At any rate, I do have some questions. A number of us still have a number of questions with respect to the income maintenance item.

**Mr. Chairman:** Go ahead.

On item 4, income maintenance:

**Mr. McClellan:** You may want Mr. Alfieri to come back.

The Family Benefits Act, as I understand it, does not have a residence requirement. Am I correct in saying that? Would you not have to establish a period of residency in Ontario in order to qualify for the family benefits allowance? Is that correct?

**Hon. Mr. Drea:** Let us be practical. You have to have a momentary residence. You could apply—

**Mr. McClellan:** You have to be a resident of Ontario.

**Hon. Mr. Drea:** You have to be here.

**Mr. McClellan:** You have to live in Ontario, but you do not have to live here for six months, 12 months, 10 years or 14 years?

**Hon. Mr. Drea:** No.

**Mr. McClellan:** So we do not have the old residence requirement under the Family Benefits Act in order to qualify, Mr. Alfieri is saying.

**Mr. Alfieri:** No.

**Mr. McClellan:** No, we do not. What is the policy of the ministry with respect to a sponsored immigrant applying for a family benefits allowance? What is the current policy?

**Mr. Alfieri:** Mr. Chairman, there are two questions in respect of entitlement to family benefits. One is the question of eligibility and the second is the question of need. In respect of eligibility, there is no residence requirement. Therefore, landed immigrants who reside in Ontario are eligible to apply. Once they are deemed eligible, one has to look at the question of need. In looking at the question of need, one has to look at the resources.

**4:40 p.m.**

One of the resources that a sponsored immigrant may have is access to the undertaking the sponsor made in respect of supporting the immigrant on arrival in Ontario. The current policy is that for the first five years of residence we would look at the question of sponsorship and the question of resources from the sponsor. We would not pursue it beyond that time.

**Mr. McClellan:** Where does the five-year period come from?

**Mr. Alfieri:** There were two kinds of sponsorship prior to the most recent changes in the Immigration Act, one for nominated immigrants and the other for sponsored immigrants. The undertaking in respect of sponsored immigrants was for life. That in respect of nominated immigrants was for five years. In order not to have a perennial situation there—the policy dates back to before my time, Mr. McClellan—the five-year period was put into effect in respect of exploring the sponsor's obligation to the immigrant.

**Mr. McClellan:** How long does it take to qualify for Canadian citizenship?

**Mr. Alfieri:** I believe it now takes three years.

**Mr. McClellan:** Three years, not five years. Your explanation was helpful, I should say, because I was not aware that you were basing your policy on need rather than on some kind of residence requirement. The fact still remains that there are two classes of citizens in this province: one, those who are required to turn to their relatives for support in order to qualify on the basis of need and also those sponsored immigrants who must have been five years in

Canada in order to avoid having to rely on relatives; and, two, the other Canadian citizens who do not have that kind of requirement.

**Mr. Alfieri:** On the contrary, Mr. Chairman, I approach this situation on the basis of there being only one class. If one talks of eligibility, yes, but the same situation applies in respect of, let's say, mothers who are being asked to pursue for support from their deserting husbands and so forth. On the question of obligations, one's obligation to a family member or otherwise transcends citizenship and other conditions. It may be just a question of pure need and pure financial responsibility.

**Mr. McClellan:** If there is a sense that the sponsorship agreements should be honoured, would it not make more sense to confine them to the period of sponsorship prior to the acquisition of citizenship?

**Hon. Mr. Drea:** That is not the document which is signed under the sponsorship.

**Mr. McClellan:** But you are not tied to that document. Some of those sponsorship agreements, as Mr. Alfieri has indicated, are for life.

**Hon. Mr. Drea:** Yes, but you have to be realistic. Where there is a change, a death or an impairment, or limited employment within a family, and they have fulfilled their obligations as best they can, then you meet that need. By the same token, they have entered into an agreement with the government of Canada for a specific purpose. Otherwise, the particular person or persons would not be admitted to Canada.

**Mr. McClellan:** So your answer is no.

**Hon. Mr. Drea:** Perhaps you could phrase it—

**Mr. McClellan:** I am suggesting that it would end what I think is an unfair distinction between classes of citizens. I still think there is distinction between us as citizens. It would be less of an obvious distinction if your qualifying period was equivalent to the requirement for qualifying for citizenship within three years rather than for five years.

**Hon. Mr. Drea:** In fairness though, Mr. McClellan, the only distinction is that sponsorship agreement. If a person comes here as a landed immigrant without sponsorship and becomes a person in need, there is no distinction at all. It is that particular document which has been signed with the government of Canada as a vehicle for bringing the people here. There

is no time frame on those sponsorship agreements. They can write in terms and conditions, I suppose, but those agreements are entered into.

I just do not see what the distinction is. If a person does not sign a document with the government of Canada, there is absolutely no distinction in this province between that person as a citizen, as a landed immigrant or as someone in the process of obtaining citizenship, and any other citizen. It is that particular document that creates the distinction.

**Mr. R. F. Johnston:** The individual takes on a number of responsibilities when he becomes a Canadian citizen. A number of rights and benefits are given to him because he becomes a citizen. Yet, unlike any other citizen, he does not have the same access to aid as somebody else who has a need because there is a sponsorship obligation.

**Mr. Alfieri:** It is not a question of need. In the case of an individual who is not a citizen, if the sponsorship breaks down and the sponsor is no longer in a position to provide, then that individual receives assistance. Citizenship has no direct relationship to the fact that there is an undertaking by someone else to support the person, to provide for the person.

**Mr. McClellan:** I happen to think that is wrong at the federal level. We may part company on this. Why are you laughing?

**Mr. Watson:** You are not responsible for your children if they are citizens of Canada?

**Mr. McClellan:** If I was your father, God forbid, I could still apply for old age security as a matter of right. If I am an immigrant, I probably do not qualify for old age security.

**Hon. Mr. Drea:** Indeed, with many of the changes you never will by 1987.

**Mr. McClellan:** That is right.

**Hon. Mr. Drea:** Unless you live to a very old age.

**Mr. McClellan:** There are some serious problems confronting elderly immigrants. I do not think Canadian citizens should be bound by terms and conditions that set them apart from the rest of the community. One of the things that we accept in this country is that our seniors have a right to a retirement income, unless you happen to be a landed immigrant who has signed a sponsorship agreement.

**Hon. Mr. Drea:** You did not sign it. The landed immigrant does not sign the sponsorship agreement. The sponsors sign it.



**Mr. McClellan:** I understand that but they are held liable. It is certainly attached, not to the sponsor but to the immigrant who has become a citizen.

**Hon. Mr. Drea:** All right. I suggest you can have similar situations, although not in as large numbers, where somebody in a family undertakes to take care of somebody else and makes it very plain that he does not want that person to receive social assistance because he can provide for that person.

It is really a question of the document. Perhaps you want to tell the government of Canada that it should end this type of obligation in order to remove the distinction. I think you have to look at it from the point of view of the immigration officer overseas. He rules that a person or a family is not eligible to come, and then the family in Canada says it will sign a sponsorship agreement which establishes eligibility. There are immigration quotas, of course, with many people who are on a waiting list, but you have someone over here who says, "Okay, I will sign." There has to be some meaning to it.

The ministry has to operate in the reality that the sponsor may not intend to honour the sponsorship agreement, or perhaps something happens—lots of things happen in families—so that the document really has no bearing any more. They do not really see it as a distinction, but as a means of getting here.

4:50 p.m.

**Mr. McClellan:** I understand that, but I think it is wrong to extend sponsorship obligations beyond citizenship. I think that citizenship should put one on a basis of absolute equality with all other citizens of this country.

**Hon. Mr. Drea:** All the federal government has to do is write in the sponsorship agreement that when the person or persons obtain Canadian citizenship the agreement is terminated.

**Mr. McClellan:** Alternatively, you can adjust your policy which is at present married to the federal policy. I cannot talk to the federal government in a standing committee. I can talk to the provincial government in a standing committee which is what I am doing. I raise the point for your consideration.

**Mr. Chairman:** Just to clarify your concern for the rest of the members and myself as chairman, I believe you are raising two questions. The first is, basically, that of sponsorship under federal jurisdiction. There is the one-year sponsorship for Indo-Chinese, for example; the present arrangement for refugees from Poland,

which is also one year: the five-year sponsorship that Mr. Alfieri mentioned; and also life sponsorship. I understand you are objecting to discriminatory factors whereby someone may be eligible for assistance four years earlier than someone else, yet another person is bound by this for the rest of his life.

The other question is that when there is a breakdown of that sponsorship, either by the sponsor declining to fulfil his responsibility to the individual he has sponsored or otherwise, the ministry can step in. Mr. Alfieri responded that if there is a breakdown of that sponsorship then assistance is provided.

**Mr. McClellan:** There is a requirement for a formal trip to the immigration office to break the sponsorship, and there are penalties attached to that. I am dealing with your first point that there are different kinds of sponsorships, which I think is basically an unfair situation, one I cannot deal with as a provincial legislator. But I can raise it with the minister whose policy is tied to what I perceive to be an unfair federal policy, and ask him if he cannot review that and look to making his policy one that is based upon the citizenship requirement and not upon these different kinds of sponsorship requirements. I will leave it at that.

**Hon. Mr. Drea:** I will review it, but I will say one thing. This is the fastest growing area in percentage terms in the family benefits area.

**Mr. McClellan:** Of course it is. I know that.

**Hon. Mr. Drea:** There was some inference that it was very difficult to break a sponsorship, but obviously it is not. I do not want to get into the merits of that.

**Mr. McClellan:** That was not the point I wanted to make.

**Hon. Mr. Drea:** I know.

**Mr. Chairman:** Thank you, Mr. McClellan, for a very interesting point. Are there any further questions? As I indicated earlier, we did carry item 4 but we are open to any further questions that committee members may have.

**Mr. McClellan:** My colleague Mr. Martel had some stuff he wanted to raise. I gather he has had to go back to the House.

**Hon. Mr. Drea:** Could I say something for Mr. Martel in case he does not get back? I don't want to get into a procedural wrangle. The dialogue continued outside the door yesterday; he will know what I am talking about. He told me that he intended to ask today the second part of a question, which basically comes down to asking if I would review it and take a real look at it.

As I told him last night, yes, I will. For the sake of the record, so we do not have to come back tomorrow, the answer is yes, and I will discuss the matter with him at a future time. It was not the dialogue that went on in here. It was something that carried on well out into the hall until about 6:45 last night, so there cannot be any misinterpretation of what the particular question was.

**Mr. Chairman:** I am sure you do not want to discuss the details of that.

**Hon. Mr. Drea:** Mr. Martel may, but I have said yes. Perhaps he will know what I am talking about. He said enough yesterday.

**Mr. Chairman:** We are on item 5.

**Mr. McClellan:** Let me just finish off very briefly as I will not take very long. I just wanted to make sure that the minister understood what the basis of my concern is when he talks about a transfer of jurisdiction of a portion of the family benefits case load to the municipal level. This is just for purposes of clarification because there was obviously some misunderstanding the other day.

When you transfer an income maintenance program to the municipal level, my concern is that you would be transferring a portion of the cost of the program to the property tax. That is the essence of my concern. If you were to say you could come up with some kind of a formula that would give municipalities a couple of points on the income tax, as is done in some European jurisdictions, then it would make sense to me to be looking at unification of income maintenance administration at the local or municipal level. The problem arises simply because the property tax is an unfair regressive tax and, as an unfair tax, it arouses fierce opposition on the part of the ratepayers.

The last thing that ratepayers want is to have their property taxes go up to pay for welfare. Everybody understands that and anybody can make a very successful political career at the municipal level out of demanding that property taxes be held in line by tying them to the welfare issue, the welfare bum, the welfare chiseller, et cetera. Everybody understands that, or at least I think they do. They are living in the real world.

When we have a discussion going on about moving sole-support mothers to the municipal level from the provincial jurisdiction, which is financed by the federal and provincial income tax, which is progressive and, at least in theory, fair—certainly much fairer than the property tax—this implies at some point down the road,

once we have gone through the pilot project stage, once we have gone through the stage of negotiating, and once we have gone through the stage of rewriting the legislation, the possibility of income maintenance being paid for by the property tax.

That is what we object to because it is going to invite welfare-bashing. That is the basis of the concern, just so that everybody understands it. We are not objecting to devolution to the municipal level. What we are objecting to is the devolution of cost to an unfair tax base.

**Hon. Mr. Drea:** Well, that does clarify it. I appreciate those comments. I cannot force, nor will I force, the municipal unit to do it, whether it is a regional government, a city or a county, a big one or one of the smaller ones. I will not force them to do it. I think I can come up with so attractive a package that they will want to do it. If that cannot be done, then there will be no devolution. It is that simple.

I think that some factors have to be looked at. Right now the municipality pays 20 per cent of the general welfare assistance and 50 per cent of some other things. They have a cost factor there, and I think it is responsible that the municipality and the property tax, within reason, continue to pay a fair and equitable cost. The truth of the matter, Mr. McClellan, is that whether it comes from the property tax or from the provincial revenues, which go the whole gamut, or from the federal ones, it is all out of your pocket. Some are more regressive than others. Cigarette tax, both federally and provincially, is just as regressive. You choose to smoke.

**5 p.m.**

I do not think you are advocating that the municipality pay no cost since there would then begin to be a problem. I appreciate your cost factor and I tell you that nobody is forcing the municipalities into this. Historically, their officials asked for this. They pointed it out. Frank Drea did not think it up.

When senior officials of major municipalities advocate publicly at their annual meeting by resolution after resolution that their councils do know, I have to presume your sequence of events was a little bit out of timing. I will not change the legislation.

**Mr. McClellan:** I corrected myself.

**Hon. Mr. Drea:** I just wanted to make it clear there would be no legislative change, because that would be obvious compulsion, until the people ask for it. We can delegate and so on.

**Mr. McClellan:** I said pilot project stage, negotiation and then legislation. I presume that would be the sequence.

**Hon. Mr. Drea:** The projects and the negotiations are almost simultaneous because the projects have to see some of the logistical and other problems that may very well be encountered. While on the surface a single delivery system seems much more practical, it may be that it is not. Does that answer your question?

**Mr. McClellan:** I was not really raising a question; I was raising a point of view.

**Hon. Mr. Drea:** Okay, there is your point of view.

**Mr. McClellan:** We will wait and see what the outcome of the process is.

**Hon. Mr. Drea:** I think, in fairness, it will be decided by the municipalities long before it ever hits the House.

**Mr. McClellan:** I am sure that is true. I cannot imagine any municipal councillor in his or her right mind asking for a devolution of the income maintenance programs to the municipal level and an increase in the property tax.

**Hon. Mr. Drea:** In fairness, too, there is no way possible for a minister. I suppose the Treasurer could do it on a budget, but allocating specific points on the income tax to a municipality is a very distinct and separate step.

**Mr. McClellan:** It is something that eventually I think we are going to have to confront. We are quite anxious, all of us, to devolve as much as possible to the local community level. Everybody talks about doing that. We have also had our tradition that we do not have decision-making power unless we have taxraising power. Nobody is willing to give a chunk of power to the municipalities unless they are willing to assume responsibility for raising a chunk of taxes.

**Hon. Mr. Drea:** Rather than tax-sharing power, I think a better description might be revenue-generating power. You are talking about the same taxes.

**Mr. McClellan:** Yes, I agree. The problem is we have not been able to transfer progressive taxes to the local level, only regressive taxes. Until we either decide that we are going to transfer power without imposing an obligation of revenue generation or transferring progressive ways and means of raising money to the municipalities, we are going to be boxed into a series of dead ends.

**Hon. Mr. Drea:** The income tax system that the cities use in the United States is kind of

regressive too. It leaves the poor people in the core while the wealthy go out to the suburbs. It is not exactly a crystal-clear financial concept.

**Mr. R. F. Johnston:** We will have to adopt that model.

**Hon. Mr. Drea:** No. I am just saying I do not think there is a universal model, just a universal theory. I think revenue-generating power is all-embracing.

**Mr. R. F. Johnston:** Hopefully, progressive revenue-generating power, not the revenue-generating power in terms of property tax now.

**Hon. Mr. Drea:** We are away beyond property tax. Revenue-generating power is in addition to what we have now.

**Mr. McClellan:** At any rate, that was the point I wanted to raise. I think you will run into the same problem with respect to the devolution of services. If you are serious about encouraging people to use services and if, at the same time, the services are tied to regressive taxes, you have built in a barrier for people using them automatically and structurally.

**Hon. Mr. Drea:** Mr. McClellan, if I am wrong, you can have the opportunity of saying your forecast it first.

**Mr. McClellan:** That is no consolation.

**Hon. Mr. Drea:** Being the gentleman you are, if I am right you will say, despite all your concerns—

**Mr. McClellan:** I get no satisfaction out of saying I told you so.

**Hon. Mr. Drea:** I do not think you will get any satisfaction out of either one, but you will have become a footnote in history.

**Mr. R. F. Johnston:** Not at all. He will just be mentioned in the errata.

On item 5, adult social services:

**Mr. Sweeney:** May I ask the minister what influence he has upon the Minister of Housing and Municipal Affairs (Mr. Bennett) to increase the total number of subsidized housing units available to people who, to use the description here, are socially disadvantaged? Mr. Minister, I know it does not come under your jurisdiction, but since we are talking about socially disadvantaged people who need subsidized housing there has to be some kind of link or some kind of cross talk, if you will, between you and that minister. What is that link?

**Hon. Mr. Drea:** First of all, Mr. Sweeney, there is always talk between Mr. Bennett and myself on a great number of topics. Secondly, I



think you underestimate the ability of the Ministry of Housing and Municipal Affairs to be constantly out there surveying the market. That ministry, in my experience, does not wait for statistics or things to be gathered by this ministry, by the Ministry of Health, by the Ministry of Education or by any of the other social ministries.

That ministry is out there compiling its own data. For instance, such things as the vacancy rate in municipalities are not done by the Ministry of Consumer and Commercial Relations. Rent control or rent review is constantly being done by the Ministry of Housing and Municipal Affairs. In addition, there is a federal agency, Canada Mortgage and Housing, which through its various divisions is surveying the field.

I think it is far more than a conversation or a report between one social area minister and another one whose portfolio embraces this. There are some pretty active things constantly under way by the Ministry of Housing and Municipal Affairs and by whatever appropriate division in the federal sphere under CMHC.

Is there something you would like me to bring to Mr. Bennett's attention?

**Mr. R. F. Johnston:** Just 180 places in Metro is no solution to 13,000 people on a waiting list.

**Mr. Sweeney:** Mr. Minister, the reason I raised it under your estimates is that I have come across a number of situations in my own riding. From speaking to social workers who work with these particular families who are trying to live on very low incomes, in some cases partially or fully socially assisted, I find the housing component is the difficult aspect. They simply feel their hands are tied.

For example, I was talking to the director of the housing authority and pointing out some specific cases to him.

**Hon. Mr. Drea:** You are talking about the region of Waterloo now?

**Mr. Sweeney:** Yes, the region of Waterloo. I said, "Given the present availability, when is it likely this particular family will get in?" They said, "From what we can see, that is 10, 13 or 15 months down the road." I am sure you would realize from your own constituency work that when those cases come to your attention, 10 to 15 months down the road is not a very satisfactory answer.

The only way we seem to get at it is to approach the particular group that makes the decisions there. They say, "We look at what the

vacancies are and we think that is reasonable." Quite frankly, I and the social workers in my community do not think it is reasonable.

**5:10 pm.**

**Hon. Mr. Drea:** What is the vacancy rate now in your region, Mr. Sweeney? I knew what it was six or seven months ago, but I do not look at those figures.

**Mr. Sweeney:** It is about one per cent or something like that.

**Hon. Mr. Drea:** It is that low now?

**Mr. Sweeney:** Oh, yes, it is quite low.

**Hon. Mr. Drea:** There was a very substantial vacancy rate a year ago, one of the most substantial rates.

**Mr. Sweeney:** It has changed considerably since then. The particular one I am talking about is vacancies within subsidized housing. There is a long waiting list, and the local housing authority seems to accept the premise that a 10-month waiting list is not unusual. As a matter of fact, the response seems to be that they do not want to have any of these units vacant. To assure themselves there are no vacancies in any of these units, they have got these heck of a long waiting lists. That seems to be acceptable.

**Hon. Mr. Drea:** I am sorry, I do not follow you. If they do not have any vacancies, obviously they would have a massive waiting list.

**Mr. Sweeney:** All right. The point remains that when you go to them and say they do not have enough units and that you want them to put more units on the market so that these people will not have 10-month waiting lists, their response is, "If we put too many units on the market, some of them are going to be empty once in a while and we do not want to have any of them empty. The only way we can assure ourselves that none of them are ever empty is to have a good long waiting list." That is really a convoluted description, but that is the problem we have. That is why I am wondering that since your ministry is responsible for—

**Hon. Mr. Drea:** No, that is not the position of the ministry. This is the position of whatever the—

**Mr. Sweeney:** I have talked to the director. They say they will not—

**Hon. Mr. Drea:** I do not know what the equivalent is. I am used to dealing with Ontario Housing.

**Mr. Sweeney:** This is a branch of Ontario Housing.

**Hon. Mr. Drea:** Yes, but I do not know what the proper name of the housing authority is.

**Mr. Sweeney:** It is called the North Waterloo Housing Authority.

**Hon. Mr. Drea:** Is that their position?

**Mr. Sweeney:** They will not request more units to shorten that list because that could put them in a position of having some of those units vacant once in a while. That is the argument, and it is a very frustrating argument.

**Hon. Mr. Drea:** Mr. Sweeney, I will convey that to the Minister of Housing and Municipal Affairs. I must say that is the first time I have ever heard that argument.

**Mr. Sweeney:** That is why I brought it up.

**Hon. Mr. Drea:** I know you brought it forward in very good faith. I boggled for a moment because I could not understand it. If you do not have any vacancies, obviously you have a waiting list. But to say that you do not want to meet the waiting list because you may have empty units at the end—

**Mr. Sweeney:** Precisely.

**Mr. Chairman:** It would probably help too if you would have something in the form of an answer on paper.

**Mr. Sweeney:** That is why I wanted to know to what extent, given that we are talking about essentially disadvantaged people here, your ministry might have an influence.

**Hon. Mr. Drea:** I will convey it to him at 10 o'clock tomorrow morning. I will talk to Mr. Bennett because I am sure that Mr. Bennett will raise his eyebrows quite substantially. There, too, Mr. Sweeney—and we have look at it socially—there has been a trend away from institutionalizing public housing by virtue of putting rent supplements into other buildings.

**Mr. Sweeney:** That is what I asked for. I said I am not convinced at all that the best thing is to go out and build a whole lot more townhouses. But I know that the housing authority has the right to contract for a certain number of units in an apartment building or in a townhouse development.

**Hon. Mr. Drea:** So you are talking about both?

**Mr. Sweeney:** Yes.

**Hon. Mr. Drea:** You are talking not only about the public housing component, but the rent supplement component?

**Mr. Sweeney:** Yes. Their argument for not contracting out more of these units is the one I just gave you.

**Mr. Chairman:** Would you mind, Mr. Sweeney, as there is a supplementary along that line of subsidized housing vacancies?

**Mr. Sweeney:** I think the point has been made.

**Mr. Gillies:** I have a supplementary to Mr. Sweeney's line of questioning. Does your ministry have any input into the point system that is used by the housing authorities, or is that truly Mr. Bennett's ministry?

**Hon. Mr. Drea:** I think at best they might consult with us from time to time on a general, social sphere, but those are determinations made by Ontario Housing or whatever the municipal components are. I would draw to your attention, Mr. Gillies, that there has always been a sizeable component of social workers within the Ontario Housing Corporation sphere. In terms of coming to us to have us vet their point system, no, that doesn't happen. Indeed, one of the difficulties with that, now that Metro has been decentralized or devolved—is that the word?—is that there is really a semi-arm's length arrangement with us.

Their primary contact, I would suggest, would be the municipal component of social services because they are operating in the same way. With Ontario Housing operating the bulk of the public housing in Metropolitan Toronto, obviously the two ministries were relatively close. But now that has been physically separated from the provincial government, I would think the input would be primarily at the municipal level.

It is very interesting that many municipalities are adopting in one form or another the structure of Metropolitan Toronto which is combining housing, social assistance and some other traditional, independent commissioner-ship under one umbrella authority. You can see that in Metro. I do not want to get into a long tale about Metro and Toronto housing, but Mr. Kruger was not invented because of Mr. Drea, contrary to the Toronto Star. Mr. Kruger now has a specific responsibility for three commissionerships. They are housing, social services and—is it services for elderly, or homes for the aged?

**Mr. Carman:** Community services and social assistance.

**Hon. Mr. Drea:** Yes, and housing. They still have directors but there is a centralized authority in Metropolitan Toronto for that. I have noticed that a couple of other municipalities are bringing that line operation much closer together.

**Mr. Gillies:** I think Mr. Sweeney has a valid point. We could use more units in aggregate in Brant county. That is not really the issue. I detect a certain reticence on the part of the authority—and I do not know if other members have this same experience—to share very much information as to the point determination on individual cases and a certain reluctance to share with us, at least in my case, how long the waiting list may even be. I go to bat for a family and I sometimes have some difficulty in getting a straight answer as to whether it is going to be two months, six months or 10 months before these people can be housed. As I say, this is not something you should address, and perhaps we should raise this again under Municipal Affairs and Housing estimates, but I do think there are some legitimate points raised.

**Hon. Mr. Drea:** Some of the Hansards from the old justice committee—and I do not know whether they were before the election or after the election; some of the participants there might know—dealt rather extensively with the Ontario Housing Corporation and Metropolitan Toronto. It seems to me that at one time in some of the justice committee deliberations—do not ask me why they were in the justice committee; that is a long story too—somebody brought forward that particular points issue and there was an examination of it. I would think that more properly it would be under the estimates of the Ministry of Municipal Affairs and Housing because it is a delegated authority there.

Also, to be realistic, one of the problems today with rent supplements is to get 20 per cent of a building. The building has to be built. With high interest rates, with—

**Mr. Gillies:** Do not say it.

**Hon. Mr. Drea:** No. I will dazzle you, Mr. Gillies, and shock you beyond belief. With high interest rates and some particular phenomena in the economy, those people are very reluctant to start those units. What you have some concerns about is something I have said for some time. Rent review, or the lack of it, will not block or start a single steam shovel into an excavation. Everybody knows that.

**Mr. R. F. Johnston:** Or almost everybody.

**Hon. Mr. Drea:** I know of no person. With the type of mortgage money which is available today and the inflation that is shooting up the cost of construction to meet what are basic, adequate standards, who wants to go out and build a building on his own?

**Mr. Gillies:** I spent most of this morning and Friday at a rent review hearing and I will not argue the point with you.

**Hon. Mr. Drea:** Please, I am in full flight.

The exception is somebody who wants to build a luxury building for a very limited market. Those will always be built, regardless of the economy, but they are not in the general housing spirit. There are some very real problems out there. To get in there, the price has to be up. There are also some fascinating and very expensive endeavours involved.

5:20 p.m.

With regard to rent supplements, I read a whole page last Saturday in a newspaper about one. I must admit that I have been picturing the utter horror at that location when certain things were found out. I must admit it made my Saturday afternoon. Then I went to the Argo game and again I was in full flight. There was nothing left to discourage anyone after reading that. I recommend it to you, Mr. Sweeney.

**Mr. Sweeney:** Last Saturday?

**Hon. Mr. Drea:** Last Saturday in a section of the *Globe and Mail* called "Fanfare." It is what happened in a very expensive place when they noticed children's toys or a child's slide outside. I do not think the person who wrote it intended it with a sense of humour, but I recommend it. It is a great defence against ulcers.

But there is your problem. It is fine to talk about the social implications of having a distinctive address, whether it is townhouses or high-rises that are identified as public housing, but for the rent supplement to come into existence—

**Mr. Gillies:** Thank you. I quite agree that this could be pursued further.

**Hon. Mr. Drea:** You didn't get the answer you wanted?

**Mr. Gillies:** I realize you are not in a position to offer the—

**Hon. Mr. Drea:** I am not even campaigning.

**Mr. Gillies:** We will go after Mr. Bennett on this one.

**Mr. Chairman:** There is a need indicated, Mr. Minister, of consultation with Municipal Affairs and Housing.



**Hon. Mr. Drea:** To be very serious, I must admit that I never heard about that and I am close to being flabbergasted—and I am not one to flabbergast easily—at that particular position. I will discuss it at 10 a.m. tomorrow, or tonight if I have the opportunity, with my colleague.

**Mr. R. F. Johnston:** I have heard that same rationale before, even within Metro, but it is always denied after we pursued it. It will be interesting to see what your response is.

**Hon. Mr. Drea:** I would think Mr. Sweeney is an identifiable figure in the region of Waterloo and they knew precisely what they were saying when they said it.

**Mr. R. F. Johnston:** It would be interesting to see if they maintain it. I want to ask one question.

**Mr. Chairman:** Is it a supplementary?

**Mr. R. F. Johnston:** Yes. It is only one question before we get back to the items under this vote because it is hard to argue that this falls under this vote.

**Mr. Chairman:** Are you addressing the empty chair?

**Mr. R. F. Johnston:** No, as he walks about I am addressing the minister actually.

Mr. Minister, have you spoken to the Minister of Municipal Affairs and Housing specifically on the empty-nester question from your perspective? One of the things I am concerned about in Metro is that with this huge waiting list we now have, in view of the diminishing number of low-rental market apartments and rooms available, it would be really dangerous to pursue the policy of evicting the empty-nesters, which is now being considered, I gather, by the local authority and also maybe province-wide. It would help the particular waiting list, but it would put a number of women on very limited income out, trying to get into this market which already has been shown not to be adequate because of so many people applying for publicly assisted housing.

I was wondering if you had spoken with the minister in order to come up with some other kind of policy, maybe like that which was suggested at the Metro Toronto committee meeting the other day, I gather. That was, in effect, rather than to evict, to set up a policy of giving people so much time to have leeway to move out of their apartments.

**Hon. Mr. Drea:** No, I have not spoken to him. I think there are many aspects to that empty-

nestor problem. On the one hand, there has never been, even in the best of times, an availability of family-subsidized housing, particularly the three-bedroom units. Even in the best of times, these have never been all that available.

Invariably, it is a female who is involved. There may be some occasions when it is a father, but most of the times it is a female. When the time comes that the last child has either left the allowance or left the house, there is a person who is occupying space that somebody else is entitled to occupy by the nature of the system. Yet, on the other side, one is taking that person who has had a sheltered environment and has done what the system told her to do, which was to raise the family, and putting her literally out into the street. She starts all over again. She has lost everything by virtue of a child becoming 16 or a child going to work or whatever. So there are the two sides of it.

On the one hand, when one looks at the cold, hard rules, if there is a family out there that could use that space, if you say, "Hey, I have a priority," when you really haven't, then somebody who has done exactly what he was supposed to do under the system has suddenly come to the end of the line.

I have not spoken to the Minister of Municipal Affairs and Housing. I think it is incumbent upon housing authorities to come up with a solution to the difficulty. I do not think there is an ironclad one. There may be a transition period; I don't know. I suppose you could argue that the people knew the rules and the regulations and that a year or two before they should have got ready, but then who does? As I say, the crux of this problem was addressed by the justice committee in its report.

**Mr. R. F. Johnston:** It is one of the major items.

**Hon. Mr. Drea:** It is an area where not only Municipal Affairs and Housing has to play a role, but also the social service system has to play a role. By conforming to our system, they have reached a point where literally—

**Mr. R. F. Johnston:** At 50 or 55 years of age.

**Hon. Mr. Drea:** Or earlier. They have been 15 or 20 years out of the labour market and nobody really wants to touch them on the grounds that one starts out with motivation, et cetera. I do not mean to demean them, but to be practical. It is a difficult area.

Some of the things we want to look at in this ministry are addressing parts of that system

because it is a system that was designed with the best of intentions. But it is my personal feeling that quite often it tends to ghettoize the woman, not by the address but by a system of life, whereby she becomes increasingly dependent upon a sheltered environment—the particular locale, the particular unit, the type of rent, the services that are available to herself and to her children.

I have faced this in my own office where one eventually gets the woman declared medically eligible so that she can get into a single-bedroom unit, and not too many people want the single bedroom. The problem is that they are just not eligible; this is the real problem.

**Mr. R. F. Johnston:** To evict is to solve one problem in terms of the underhoused people who need to move up into three bedrooms, but it is causing the other problem.

**Hon. Mr. Drea:** In fairness—and it is easy to say—I would be just as concerned about that individual, if what the gentleman who told Mr. Sweeney they never came to a surplus of units was true, because the rules say that the person still has to go. It is a systematized life that suddenly terminates. It can terminate when the child is 20 by virtue of the fact that the last child has gone to school. I do not want to discuss them here, but I think there are some very unpleasant side effects that may be built into that system where they are asking for a number of difficulties because of the rigidity of the system.

5:30 p.m.

I hope you would agree with me, even if we had a surplus of units or all kinds of things around, telling somebody who had been getting a cheque once a month for 15 or 16 years that for just the basic one reason he or she was no longer eligible for FBA would be quite a change for that person. That is the only class of people it happens to, by the way, because invariably a dependent father is just listed, and when the last child leaves he becomes permanently unemployed. He is there by virtue of the medical aspect anyway.

**Mr. Sweeney:** There is another question on facilities, this one dealing specifically with handicapped and, more specifically with a young man who is both physically and mentally handicapped. I have brought it up before, Mr. Minister, and I have not been able to get it resolved.

Basically, what it amounts to is a young man who is now, I think, about 32 years old and who has been living with his mother. She has been

quite prepared to meet his needs all of these years, but she is now, I believe, 71 or 72 years old. Because of physical problems of her own, she is physically not capable of looking after him. She is very concerned because something could happen to her at any time. As a matter of fact, she had a bad fall not too long ago and was in bed, and I think a sister or brother had to come in and look after them.

He himself is very concerned because she is concerned. The long and the short of it is that this young man has been applying for residency in a place in Brantford called Participation House, if I am not mistaken, and has been consistently turned down. As a matter of fact, I believe he had been one of the original applicants for that. There is, as the minister may be aware, a move to have a Participation House in the Kitchener area, but it has not yet got off the ground for all kinds of reasons.

**Hon. Mr. Drea:** Why was he denied? Is there a reason?

**Mr. Sweeney:** I guess they just simply assumed that his need is not as great as that of some others. I was told, I believe two estimates ago, that one of the ministry officials—you were not the minister at that time—would personally look into it. I am not sure whether that was done. I followed it up with a couple of letters. I have those on file, by the way, if the minister would like to see them.

**Hon. Mr. Drea:** Yes, I would.

**Mr. Sweeney:** The point I made at that time and the point I would make again is that we should give a great deal of credit and support to a parent who would assume the responsibility for such a child all of these years, compared to other parents who are either unable or unwilling to assume similar responsibility.

In many cases in other families, this young man probably would have ended up in some form of an institutional setting at a very young age. His parents simply would not do that. He has been down to Participation House in Brantford on a number of occasions. He fits in quite well there and is happy there. The point remains, and I was checking with his parents recently, that nothing has yet been done and they do not have any sense that anything will be done. We could be literally any day at a very serious crisis point.

I do not know how much longer this mother, with all the good will in the world, is going to be able to continue looking after this young man. If something were to happen to her tomorrow, I

do not know what would happen to him. I am just wondering if the minister or the ministry has any kinds of policies or priorities with respect to situations like this.

I do not know how many others there are. This may be unique, but I would be surprised if it is unique. I suspect there are a number of parents who have accepted this responsibility, but eventually they reach the point where they just physically and from an age point of view are no longer able to look after them. This, in my judgement, really is a classic example of that situation.

Your deputy may recall my bringing this up before.

**Mr. Carman:** I do. It is a cerebral palsy case, is it not?

**Mr. Sweeney:** Yes, but he is also partially mentally deficient too, though not seriously. His mental faculties are limited, let us put it that way.

**Hon. Mr. Drea:** Is Brantford the only place he wants to go to?

**Mr. Sweeney:** No. I think they also investigated another one in Hamilton.

**Mr. Carman:** There is a Participation House in Hamilton.

**Mr. Sweeney:** I do not know of any others in our general area that would meet his needs.

**Hon. Mr. Drea:** Mr. Sweeney, give me a couple of days. The reason I asked you why he was refused is that sometimes they are too difficult.

**Mr. Sweeney:** This young man is, if anything, not that. He is extremely co-operative. The fact that he has been looked after by his family really shows that is not the case. I can assure the minister of that.

**Hon. Mr. Drea:** Let me get familiar with the case, Mr. Sweeney.

**Mr. Sweeney:** His name is Michael Hinchberger, by the way, for the record. I am sure your files would show that.

Along the same lines, the minister is probably well aware of the fact that places like Sunbeam Homes for retarded children are reaching the point that their children are not children any longer. Whether they have already reached the age of 18, or whether they are in that magical space between 16 and 18, there is a sense that they should be moving out into the community.

The minister may be aware of the fact that Sunbeam Home in my community, at the request of the ministry, has attempted to set up

community residential settings, one in St. Jacob's immediately north of Waterloo and two in the city of Kitchener. In each case they have been blocked by local communities and local neighbourhood groups. In the last provincial election it became a rather unpleasant situation for me personally, but that is politics. The fact remains that they still are not resolved. Does the minister have any intention of dealing with that?

My problem is that it seems very much to be ministry policy, and yet it just is not happening. As a matter of fact, my opponent, who was of the same political persuasion as the minister, seemed to side with the neighbours in this case, unfortunately, and I did not raise the issue. I thought it was fairly obvious, but I just wonder what the minister or what the government does in this case.

**Hon. Mr. Drea:** The ministry's policy is pretty straightforward, Mr. Sweeney; you know that.

**Mr. Sweeney:** Can any more be done is what I am asking, or are your hands tied for some reason or other?

Interjections.

**Hon. Mr. Drea:** No, my hands are never tied; so let us stop dropping a tear at the doorstep, shall we?

**Mr. Sweeney:** I am just saying it does not seem to be moving. Can you tell me what you can do?

**Hon. Mr. Drea:** Mr. Sweeney, first of all, in a community, regardless of what the position of the ministry is, there are occasionally certain feelings and they are not necessarily directed towards the retarded or to other groups. I have some other little endeavours across the province all the way from observation and detention homes on public land, I may say.

**Mr. McClellan:** That is why we need my private bill.

**Hon. Mr. Drea:** I have not seen your private bill.

**Mr. McClellan:** You have not been looking for it then because it has been there and has been debated and voted on. I have raised the matter every year in the estimates for the last six years. When we get to the Planning Act, we shall have the amendments for you.

**Hon. Mr. Drea:** I think you run into two problems. I did not know about the two in



Kitchener. I knew vaguely about the one in St. Jacob's, upon which I thought some progress was being made.

**Mr. Sweeney:** It is going to the Ontario Municipal Board, if I am not mistaken.

Interjections.

**Mr. Barnes:** Is it the OMB or the Supreme Court? I understood there is one at the OMB and another at the Supreme Court.

**Judge Thomson:** As I understand it, there is a dispute about whether it can go to the OMB, and that has been the real delaying factor. The other one is at the OMB. I thought the hearing had already taken place.

**Mr. Sweeney:** I am not aware of it.

**Mr. Barnes:** I can bring you up to date on that because I have some information back in my office on it.

**Hon. Mr. Drea:** There are one or two other municipalities. I was in Ottawa not too long ago. They are in a residential neighbourhood. I think the architect deserves a bit of credit, but the neighbours do as well. It was a residence that was handling difficult adults. They had to have a big ramp. It was all going to be wheelchair, et cetera. The neighbours sometimes worry about an intrusion in the neighbourhood, yet that neighbourhood in Ottawa had welcomed them very openly.

There are adult residences in Scarborough in which the neighbours have a profound disinterest, if you want to call it that, and just accept it as part of the neighborhood.

**Mr. R. F. Johnston:** However, they sure have a profound interest in the bylaw.

5:40 p.m.

**Hon. Mr. Drea:** I went there when I was the Minister of Correctional Services and I stayed there a whole day. The present federal Minister of Public Works was doing his best, but it intrigued me some of the people who were opposed. It intrigued me no end. I now see them in positions of power in Ottawa, the most vehement persons who did not want property values lowered, but we will not get into that.

I suppose as the minister you face a problem. You know what is right. There is a provincial policy and that provincial policy is domiciliation, which is a funny word to people, in other words, giving them their right to live in the community. The group home concept or community care or whatever for the developmentally handicapped is an accepted thing.

On the other hand, there have been some bad

experiences in the past with group homes, the idea being that they limit property values. Whenever we have been in such a situation we have tried to make sure that everything is in order, the zoning application and so forth, and usually moral suasion or a conversation or something is helpful. There are occasions when it is not. I think you also have to look at the other side, when right around the community, regardless of what type of client it is serving, residents are totally opposed and hostile. There are substantial implications for the residents who are going to be in there. I think there is less and less difficulty. There were some approaches some of my staff made to me about the particular situation in Kitchener. They are holding off, and the minister might be able to do it because things appear to be either in the courts or moving.

**Mr. R. F. Johnston:** It is so much easier than just mandatory.

**Hon. Mr. Drea:** The Minister of Housing back in April signed something that really opened a lot of doors.

**Mr. McClellan:** I have not had a chance to look at the new Planning Act yet. Is it dealt with in the new Planning Act? This is not a question. I just have not had a chance to look at it.

**Hon. Mr. Drea:** It was done under somewhat the same conditions as you and Mr. Martel were arguing about back at four o'clock, but somehow it was done. The Metro chairman deserves a great deal of credit for the way it went up to the Minister of Housing. I do not know which one it was under. It is under the old one.

I wish there was a simple answer to it, Mr. Sweeney. I suppose if you want to you could come out straightforwardly and say the government should impose these in any neighbourhood that was found selective. I am not so sure that is the wisest policy because if you have hostility and plain downright dislike by the rest of the neighbourhood, I am not sure you are putting that in as part of the community. On the other hand, to have one or two people deliberately tie it up through fears real or fears that are imaginary is doing a disservice.

**Mr. Sweeney:** Can I just ask one question? Does the ministry have any plan in situations like the one I have described of moving into an area like that and using education and publicity by sending someone around to visit people in the houses and calling community meetings?

**Hon. Mr. Drea:** Mr. Sweeney, we are advocating that constantly. The situation in Ottawa was

very interesting to me because this was an obvious intrusion into a residential neighbourhood as this ramp was quite substantial. It went all the way across the front lawn horizontally, et cetera. It was obviously not a residence like other residences and members of the local association did a lot of that work. They went up and down the street and told the people there exactly who and what was going to be in there. It was very interesting on opening night to find that these people never objected and it was also very interesting at the formal opening to see that virtually the whole neighbourhood turned out.

I think there is a very significant area for work in that regard because most of the things that people object to, and we see that in places that are successfully operating, is something that really is not going to occur. Some of the things that are the real core of peoples' objections, once they are explained, are not terribly significant. They are not totally hostile. Don't you go and talk to people? You are shaking your head.

**Mr. McClellan:** I live in the city of Toronto. We have a model bylaw. We do not have these kinds of problems. We have confronted the issue and dealt with it in a fair and equitable way. We are sitting here waiting for the rest of the bloody province to accept its fair share. If you would say it is a human rights issue—

**Hon. Mr. Drea:** I have never said that.

**Mr. McClellan:** Your predecessor did. He agreed with me that it is a human rights issue, and I think the provincial secretary agrees it is a human rights issue. If you do, then the implication is that you have as-of-right zoning.

**Mr. Chairman:** Supplementary, Ms Fish?

**Ms. Fish:** Yes, I want to add a few comments, if I may, to the matter more than to ask a question and perhaps, in the course of so doing, offer some thoughts to my colleague Mr. Sweeney in terms of how you might approach it.

Setting aside for a moment the questions of amendments to the Planning Act, which we will all have an ample opportunity of dealing with in the coming months and which I know we all look forward to with some considerable interest, I think it is worth noting that in the city of Toronto the process of securing the as-of-right zoning was one that I was intimately involved in because I chaired the committee that dealt with that issue. I want to say a couple of things that might be useful for other members looking at their ridings and dealing with municipalities.

The first is that we had a rough road. We had a lot of arguments and a lot of concerns about

that bylaw being adopted in the city of Toronto. The battle at city council was considerable, and I might say that questions continued to be raised even after that bylaw was adopted. So far as I can see, nascent questions are likely to continue to be raised in opposition to that very generous zoning by at least one member of city council who, along with myself, was elected on March 19.

However, the question became how we were able to deal with the concerns of the community and how we were able to look to a happier living together of the group homes and facilities in neighbourhoods that were going to accept them—a bit of the point that the minister was making. We used two things. First, apart from the considerable commitment of elected people, we used the considerable resources of the voluntary community, most of whom are directly engaged in a provision of services. I will give you some illustrations.

In the area of homes for those involved with the courts and the correctional systems, we made extensive use of the John Howard Society. In the area of the mentally retarded, we made extensive use of the Metropolitan Toronto Association for the Mentally Retarded and its parent organization, the Ontario Association for the Mentally Retarded, and quite a number of others. To list them all would obviously be too much time for the committee.

One of the things that we found most useful is that in working with the service providers, most of whom are voluntary, one is working with boards of directors who are reflective very often of the stable, residential community, other members of which are often the objectors to the group homes. When you draw those people into the discussion in favour of the group homes, explaining and understanding how they work in a neighbourhood, it is very helpful.

The second, terribly important element in the passage of the city of Toronto bylaw—and I think it is worth noting in this set of estimates—is the extraordinary work and support provided by the staff of this ministry. In attendance at meetings at city council, at city council committees and in the neighbourhoods, they provided information and support and they assisted us in preparing briefs even as we carried through on that bylaw. Then we went forward on that bylaw to the Ontario Municipal Board.

5:50 p.m.

It was not at that time an organized program which one could trace through an estimates book, such as we have in front of us, and point

specifically to employees, divisions or salaries and say this is the dollar amount that was expended in assisting this. But I can tell you that as well as an expenditure it was a supportive attitude and an extension of assistance that carried right through all the ministry staff, from senior right down to junior, and we were very pleased to have had that contact.

Finally, I think it is worth mentioning in the context of the existing Planning Act that there is a section therein, section 3522, which provides for application for rezoning. In most municipalities, and I presume in the one you are speaking of, the establishment of a group home involves a rezoning if not an official plan amendment.

The section I referred to provides that if application for that rezoning is turned down by the municipality, or not dealt with within 30 days, an application may be made directly to the Ontario Municipal Board for review and consideration of that application. The board would act as if it were the municipality and would have the power to amend the zoning bylaw.

It is important to understand that particular section of the existing act, not perhaps in the context of the traditional development proposal, but rather in the context in which it has come to be used. I have had personal experience with that and would be pleased to share that with you and any other members interested in rezoning matters as they apply to group homes.

I have been involved in a series of cases, some of which have come before the Ontario Municipal Board and have been successful in their application for hearing. It is an approach under existing legislation which, with the benefit of support from the staff of this ministry and from the volunteer groups in your community, you may well wish to consider in dealing not only with these two instances that you are speaking of, but in the provision of groups homes generally in municipalities.

**Mr. Chairman:** Do you have an answer to that question, Mr. Minister?

**Ms. Fish:** I indicated it was not a question, Mr. Chairman. In fairness, I indicated I had a few comments.

**Mr. Chairman:** Do you have any comments, Mr. Minister?

**Hon. Mr. Drea:** No, Mr. Chairman. I think the comments are quite appropriate because they lead to one thing, namely, that there has to be leadership at the local level. I can cite the situation of the autistic adult home—I cannot remember the name of the township in which it

is located. The objection to its location was not from the local residents of the community but from the weekend warriors from Toronto. They beat the cops on Friday night and they try to beat them again on Sunday night. Do you know what their objection to that was, Mr. Sweeney? That they were going to have livestock—livestock is part of the long-term therapy—and the livestock might trample on their manicured lawns.

The reeve of that township—it is in Dufferin county—took an extremely strong leadership position and just dismissed the objection out of hand.

**Mr. McClellan:** How many municipalities in Ontario now have as-of-right zoning analagous to the city of Toronto's model bylaw? The last I heard it was three.

**Judge Thomson:** I think it is more than that now because Ottawa was just added. I forget the number, but it is something like five or six fairly large ones.

**Mr. R. F. Johnston:** Five or six?

**Mr. McClellan:** How many municipalities are there in Ontario?

**Hon. Mr. Drea:** But how many of the zoning applications have been turned down? That is a fair question because some may not require rezoning. In some municipalities it is not a great issue.

**Mr. McClellan:** Etobicoke, North York and Scarborough are a few local ones. We will have a chance to deal with this in a consequential way when we get to the Planning Act, as the member for St. George (Ms. Fish) has said.

**Hon. Mr. Drea:** I think Mr. Sweeney has raised another point. Sometimes the group, which is planning with the best of intentions, does not get into the neighbourhood to explain exactly what is going to happen and who will be there to answer all the questions, et cetera, until after the brush fire has started.

**Mr. McClellan:** Like the brush fire in Oakville that was started by the Minister of Transportation and Communications (Mr. Snow).

**Hon. Mr. Drea:** What brush fire is that? I have never had any difficulties in doing what I have done.

**Mr. McClellan:** This was before your time.

**Hon. Mr. Drea:** The Minister of Transportation and Communications, for the record, has been most supportive of what I have done there. He deserves a great deal of credit.



**Mr. McClellan:** Wait till you try to put a group home in his riding.

**Hon. Mr. Drea:** In fairness to the Minister of Transportation and Communications, I must say that he is fair and most receptive when a community service has to be provided. I have had only the best of relationships with and the very best of support from the Minister of Transportation and Communications regarding some essential and much needed changes which are now in effect at the Syl Apps Youth Centre.

**Mr. Chairman:** We have two minutes to the hour. Mr. Sweeney, would you mind if we adjourn now? We will continue your questioning next time.

**Mr. R. F. Johnston:** I am on your list too.

**Mr. Chairman:** Yes, you are on the list.

**Hon. Mr. Drea:** Can we not talk about something for two minutes?

**Mr. Watson:** There are no votes now?

**Mr. Chairman:** No votes are being called.

**Mr. Watson:** I would not want you to come back tomorrow and say we had one when we did not have one.

**Mr. Chairman:** We will meet at two o'clock every Wednesday as agreed.

**Hon. Mr. Drea:** Keep counting every minute, Mr. Clerk. We will bring in the list of the municipalities that was requested.

**Mr. Chairman:** It will be a short list.

**Hon. Mr. Drea:** No. There is some indication that it is longer than that.

The committee adjourned at 5:57 p.m.

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- Fish, S. A. (St. George PC)
- Johnston, R. F. (Scarborough West NDP)
- Martel, E. W. (Sudbury East NDP)
- McClellan, R. A. (Bellwoods NDP)
- Shymko, Y. R.; Chairman (High Park-Swansea PC)
- Sweeney, J. (Kitchener-Wilmot L)
- Watson, A. N. (Chatham-Kent PC)

**From the Ministry of Community and Social Services:**

- Alfieri, D., Director, Operational Support
- Barnes, P. B., Assistant Deputy Minister, Children's and Adults' Operations
- Carman, R. D., Deputy Minister
- Thomson, Judge G. M., Assistant Deputy Minister, Policy and Program Development



Ontario

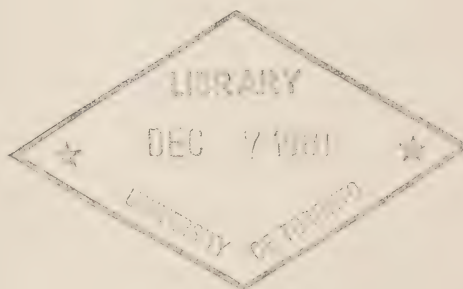
No. S-19

# Legislature of Ontario Debates

## Official Report (Hansard)

### Standing Committee on Social Development

Estimates, Ministry of Community and Social Services



**First Session, Thirty-Second Parliament**

Wednesday, November 4, 1981

Speaker: Honourable John M. Turner

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Wednesday, November 4, 1981

The committee met at 2:11 p.m. in committee room No. 2.

### ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

(continued)

**Mr. Chairman:** I call the meeting to order.

On vote 2902, adult and children's services program; item 5, adult social services:

**Mr. Chairman:** I had a list of speakers. Mr. Sweeney may have wanted to continue, but Mr. Johnston was next, and so we shall start with his questions on this item.

**Mr. R. F. Johnston:** I wanted to move on to the matter of funding for homes for the aged for this year, if I could.

**Hon. Mr. Drea:** Could Mr. Basich come up, please?

**Mr. R. F. Johnston:** In my leadoff reply I raised some concerns about how serious we are about the whole question of funding for institutions. Although this is the first time a freeze has really been lifted on more capital expenditure, we do not seem to be getting many more spaces for the dollars that are being spent. What we are getting is replacement spaces which may be upgraded spaces.

The tables provided by the ministry in the estimates book show 20 space increases for 1981-82 and no increase at all in municipally run beds over last year, yet we have a considerable amount of capital promised, and actually to be spent, for senior citizens' dwellings. I was wondering if we could be filled in a little bit on where the money is going.

**Hon. Mr. Drea:** Do you want Mr. Basich to give you the capital program?

**Mr. R. F. Johnston:** Sure, that will be great.

**Mr. Basich:** Mr. Chairman, in the \$30-million program that was announced last spring, there are going to be some 400 new beds established throughout the program. These are scheduled over the next five years. The program is to be cost-shared between agencies and the government, and it takes some time in the development of any of these capital programs to get them on the road. There is the question of zoning and so

on, and local communities sometimes have to raise their own portion of the funds.

**Mr. R. F. Johnston:** So the 400 beds will be over a five-year period?

**Mr. Basich:** At this stage, yes.

**Hon. Mr. Drea:** Under that capital program.

**Mr. R. F. Johnston:** How many requests for more beds for the aged did you have prior to the announcement of this program? It strikes me when we were discussing this last year that for some time there had been a number of regions making submissions for more beds.

**Hon. Mr. Drea:** Some of those are replacement beds.

**Mr. R. F. Johnston:** Yes, and upgrading facilities like Fairview and Whitby, et cetera.

**Mr. Basich:** It is very hard to relate a number of these requests to the actual need. Quite often we get requests for capital expenditure, and by the time we conclude the review, the need has sometimes diminished. There are also carryovers sometimes. The requests that we received for 1979-80, for example, were to the tune of \$8 million. In 1980-81, they came to \$10 million. Some of those, of course, have been scaled down on discussion with the groups. This is just an indication of the requests we get.

**Mr. R. F. Johnston:** So the requests that have been coming in have been to the value of \$10 million?

**Mr. Basich:** It was \$10 million for last year.

**Hon. Mr. Drea:** How many in that total, when you add it up, have gone beyond "we would like to" and actually have financing, or have hired an architect, or are at the stage where they could get an approval?

**Mr. Basich:** I was suggesting that this is only the first round. This is the total number of requests. This is without doing any work on them, without finding out if the need is there, or if a viability study has been done, or if the local group has funding—that type of thing.

**Mr. R. F. Johnston:** It is also true that the knowledge that there has been a five-year freeze on capital expenditure, except for the replacement of beds, has acted as a deterrent to making an application.

**Hon. Mr. Drea:** I do not know about that. There are some new ones going in now that are in the final stages. They have moved very quickly.

**Mr. R. F. Johnston:** But it is the case that we have not added any additional beds—

**Hon. Mr. Drea:** Since 1975.

**Mr. R. F. Johnston:** Since 1975 there have been no additional beds added to the numbers. That is not likely to encourage people to apply for money.

**Hon. Mr. Drea:** We have the Treasurer's budget putting it on a page. I think you also have to look at the charitable field particularly, although it does have a bearing on the municipal application, where people are deeply pondering construction commitments because of interest rates and a number of other things. There have been some that were all ready to go ahead and could have been funded, but they wanted to put a two-month or three-month hold on them to see where interest rates, et cetera, were going.

**Mr. R. F. Johnston:** In point of fact we have had a net drop in the number of homes for the aged in the province in the last five years. It is only a few homes, but it is a net drop of three or so in the charitable field and one, I think, in the municipal area. Your own statistics show that. That is just since 1977.

**Hon. Mr. Drea:** I see that one was the Canadian National Institute for the Blind which closed a home for the blind aged.

**Mr. McClellan:** You have gone from 28,234 beds down to 28,017, between 1977-78 and 1981-82, and I understand why you are doing that.

**Hon. Mr. Drea:** Why?

**Mr. McClellan:** It is because you are redesigning existing facilities so that they are not so crowded, and that is fine as a program but, combined with a freeze, it is idiotic.

**Hon. Mr. Drea:** There is no freeze.

**Mr. R. F. Johnston:** There was a freeze, but it has been lifted.

**Mr. McClellan:** Did I miss something?

**Mr. R. F. Johnston:** It is just that there was the promise of funds for the coming year. We have just been informed that there will be 400 new beds within the next five years.

**Hon. Mr. Drea:** At least.

**Mr. R. F. Johnston:** At least 400 beds.

**Hon. Mr. Drea:** New beds.

**Mr. R. F. Johnston:** To add to the existing beds.

However, I wanted to know what the demographic basis is for this kind of decision. We already know that the average age in our homes for the aged has risen a great deal. We know that the requirements for residential care are lower now than they were in the 1960s and that we can do more in the community with infrastructures. We hope the moves you are talking about, the co-ordination there, will help that a bit.

**Hon. Mr. Drea:** There is another factor too. The duration of stay in the homes for the aged has declined remarkably.

2:20 p.m.

**Mr. McClellan:** They are going in at an older age.

**Hon. Mr. Drea:** Not only that, but the duration of stay is shorter because they are really entering when they are quite elderly and frail.

**Mr. R. F. Johnston:** What are their reasons for leaving homes for the aged then?

**Hon. Mr. Drea:** Death.

**Mr. R. F. Johnston:** Exactly. The point is that we are getting people in older, so we should not be surprised if the reason they are leaving is death.

**Hon. Mr. Drea:** Mr. Johnston, without getting macabre about it, not too many years ago the duration of stay was about 10 years.

**Mr. R. F. Johnston:** That is because people went in at 67 years of age on the average.

**Mr. McClellan:** What is the duration of stay now?

**Hon. Mr. Drea:** It is 18 months on average in some areas, which has some social benefits, Mr. Johnston, in that obviously people feel they are able to stay outside longer.

**Mr. McClellan:** Is that a province-wide average?

**Hon. Mr. Drea:** No, it was in one particular significant geographical area.

**Mr. McClellan:** Which?

**Hon. Mr. Drea:** Niagara. That surprised me very much. I knew that the age had gone well into the 80s, but the average duration of stay is—

**Mr. McClellan:** Eighteen months?

**Hon. Mr. Drea:** Yes, about that. Could I finish, Mr. Chairman? If there is something you want to say, go ahead.

**Mr. Chairman:** The deputy minister wants to say something.

**Hon. Mr. Drea:** Does somebody want to say something, or can I finish?

**Mr. Chairman:** No, go ahead.

**Hon. Mr. Drea:** The fact is that if you get a more rapid turnover of beds, it obviously affects your planning.

**Mr. McClellan:** I cannot imagine that the provincial average is even close to 18 months. I may be completely wrong, but I would have thought that the provincial average would have been around four, five or six years.

**Hon. Mr. Drea:** Yes, I would have thought so too. It was no surprise to anybody that the entry age had moved up quite considerably, but the duration of stay was based on not just one home, but on a wide range.

**Mr. R. F. Johnston:** That is on the six homes in Niagara, is it?

**Hon. Mr. Drea:** I think they have more than six. But that is a pretty fair-sized geographical area.

**Mr. Chairman:** Mr. Carman, do you wish to add anything to what the minister has said?

**Mr. McClellan:** Do you have some data for the whole province?

**Mr. Carman:** We probably have, Mr. McClellan, but I wanted to address another question Mr. Johnston had asked earlier about why the freeze was in existence and why it seemed it was still in existence, since 400 additional beds over five years seems rather a small number when one looks at the demographics that we are facing going into the 1990s.

I think the answer to that question is contained in a much larger concern which the homes for the aged themselves have. The association is at present going through a process of examining what the longer-term objectives ought to be. There is, and I think it is fairly understandable, a real desire to maintain a fairly important residential care component in some of the homes for the aged, because the staff and the administrators who originally moved into that program became motivated by the kinds of things one could do in a whole range of activity programs, craft programs, et cetera, in the homes for the aged. As the composition in the homes has changed and as residents generally have become older, there has been a realization that the residential care component is becoming the smaller part of total care.

**Mr. McClellan:** In relation to nursing care?

**Mr. Carman:** Yes, but there is an interesting anxiety about that on the part of the management. We have had some interesting meetings with the Ontario Association of Homes for the Aged. Their view, at the moment, is one of some

uncertainty as to whether or not they should put a significant degree of emphasis into moving towards a heavy extended care approach.

**Mr. McClellan:** Why?

**Mr. Carman:** It is because of the fact that there is not the same opportunity to provide the kind of craft programs and things like that with people who have a higher degree of debilitation, if that is the right word.

**Hon. Mr. Drea:** If you want to put it another way, Mr. McClellan, almost de facto the component in the homes for the aged in one decade swung very heavily into a nursing care and even a chronic care component almost overnight. One of the things they are looking at, particularly in some of the charitables, is that they were really set up for and their mandate was in the area of residential care. They got into the other because of their desire to have a continuum, which is quite right.

I think some of them really want to look at whether they should be still be providing a great component of residential care at a time when the need for residential care in totality may be going down, but do they not still have that mandate or is it really into the other ones?

It is all very well to say that they are entering at an older age because they are self-sufficient in the community longer. But some people have some concerns that they may be entering as frail elderly because it is very difficult in that transition period where one probably might be entitled to residential, but the residential care is not there. If it is a case that people do not want residential care but prefer their own homes, then that is another matter.

**Mr. R. F. Johnston:** What is the ministry's position in terms of the role for residential care in the future? You said it is important to maintain the residential component in some of the homes.

**Hon. Mr. Drea:** I do not think there is a universal approach to the thing. Obviously as a goal to which I think everybody would subscribe—it is a relatively easy one to put on paper but sometimes somewhat difficult in the case of an individual—there should be encouragement and every bit of assistance to remain independent as long as one can.

**Mr. McClellan:** Now we understand that part of the equation.

**Hon. Mr. Drea:** Then it gets difficult. On the other side, there has to be nursing care—and I do not want to get into the technical terms—or whatever type of bed care is in there because it



is obviously required. The ministry's position is that there is a need for residential care in the province. To what degree, that is the question. I am talking about it in terms of numbers. There is also a geographical factor in there, to be fair about it. In many areas, it is easier to remain in one's residence than it is in places that are not so populous.

We are looking at the fact that some of the statistics have been too absolute. When we get to capacity, there has been put forward to us an argument that in a charitable home, particularly because of the mix between males and females and the bathroom facilities, 95 per cent really means 101 per cent.

When you look at statistics, there appears to be a five per cent surplus here and there, but that is not the real picture. When the Ontario Association of Homes for the Aged met with me in August or so, I learned that one of the things they are conducting through their members and trying to work out is an accurate statistical formula that reflects the real situation, rather than a paper one.

**Mr. R. F. Johnston:** To move on, what is the percentage of the population that is presently in homes for the aged in Ontario?

**Mr. Carman:** Less than three per cent.

**Mr. R. F. Johnston:** Obviously, that has been declining over the last six years or so, or has it remained static?

**Hon. Mr. Drea:** Probably over the last 10 years.

**Mr. R. F. Johnston:** Yes, but the major end of construction was 1973.

**Hon. Mr. Drea:** Yes.

**Mr. R. F. Johnston:** What strikes me is that it is not really being applied to what the difficulty is. A total of 400 new beds is essentially two small homes for the aged in our present format of most of the homes built since the late 1960s.

2:30 p.m.

At a time when we know our senior citizen population is bulging, when we know of these changes in the need for style of care, and when we know there has already been a major expansion and that there is going to be a continued expansion in terms of nursing homes in the private sector in care for the elderly, we are talking about 400 new beds over a five-year period in terms of public responsibility through the charitable and municipal sector that run things. That strikes me as being really pretty inadequate to deal with what is before us.

**Hon. Mr. Drea:** If it were absolute, I would tend to agree with you too, but bear in mind that the capital situation in the province now is determined on a five-year basis—that is, five years from April 1. That does not mean that is the be-all and the end-all. That is a five-year capital program. It commenced in April 1981. We are talking about capital spending now, not operating.

**Mr. R. F. Johnston:** Yes.

**Hon. Mr. Drea:** I have every reason to believe that will be substantially enriched.

**Mr. R. F. Johnston:** Even if it were doubled, that would be inadequate.

**Mr. McClellan:** According to the hospital council's predictions of need for chronic care.

**Mr. R. F. Johnston:** For Toronto alone.

**Mr. McClellan:** That is the need as of now, not as of five years from now.

**Hon. Mr. Drea:** I think you have to look at the picture. First of all, there is the question that the homes for the aged are really deciding for themselves. We have a pretty good idea what they will decide. They are doing that now, so we know where we are going. Secondly, there is going to be the impact on chronic care of the two new programs of the Ministry of Health. There are some other programs that should be on stream. Obviously, they are going to have a particular impact.

If you are looking ahead to 1986 and saying that only 400 new beds will have been provided, even if you take into account the number of beds that will be rehabilitated and made into viable, functioning units, which is obviously necessary, I do not think anybody here would say, "Go ahead and build 2,000 new beds and worry about the ones you have later." You cannot do that.

On the basis of programs coming forward, the situation will be far brighter in a relatively shorter time than those figures would indicate if they were taken absolutely.

You asked me the other day what my position was on homes for the aged, did you not?

**Mr. R. F. Johnston:** Yesterday.

**Hon. Mr. Drea:** You did not even say "minister," but I do believe you asked for my position.

**Mr. R. F. Johnston:** I personalized it a great deal.

**Hon. Mr. Drea:** Well, no—

**Mr. R. F. Johnston:** Yes, I did. I wanted to know your opinion.

**Hon. Mr. Drea:** Not only my opinion, you wanted to know a little bit more than that.

**Mr. R. F. Johnston:** Your view. We know what the last minister's view was.

**Hon. Mr. Drea:** My position is a lot different. Obviously, the home for the aged, as we know it now, is not only going to be enhanced and enriched in that capacity—and that means more beds—but I want it to play a far more significant role in total care in the broadest sense, or assistance or what have you. It is the very prime resource in many of the problems we will encounter in an aging society.

**Mr. McClellan:** I take it that means in the ongoing discussion, dispute, battle or turf fight between the Ministry of Health and the Ministry of Community and Social Services as to whether homes for the aged will have the primary role in providing residential care, or, on the other hand, whether private enterprise nursing homes will have the primary role in providing the beds for the people, you will be a champion of the homes for the aged.

**Hon. Mr. Drea:** I wish you would amend one of your things because you have confined it to residential. I am very interested in the continuum. I do not want somebody to read this and—

**Mr. McClellan:** We are all talking about a continuum of care, but when we are discussing this matter now we are talking about the continuum within a residential context. There is a continuum inside the facility of straight residential care through nursing care to extended care, et cetera.

**Hon. Mr. Drea:** The answer is yes.

**Mr. McClellan:** I do not see that reflected in the figures; that is my problem. I mean I am on your side. When you say 400 beds over five years, I ask—

**Hon. Mr. Drea:** You asked me a question, and I said yes, but there were some false presumptions or false assumptions that you made. Number one, there is no fight, no brawl, no nothing between either the Ministry of Health and the Ministry of Community and Social Services, or between my friend Dennis Timbrell, the minister, and myself. As a matter of fact, my deputy mumbled to me that for the past three months it has been a love-in.

**Mr. R. F. Johnston:** Speak up, Mr. Carman.

**Mr. McClellan:** What did he mumble?

**Hon. Mr. Drea:** There is no brawl.

**Mr. R. F. Johnston:** If there is no fight, you must have been lying down and being run over because nursing homes have been expanding at an incredible rate.

**Hon. Mr. Drea:** But not necessarily for the aged. I think this is a point that should be made too.

**Mr. McClellan:** I would be interested if you can document that because my interpretation of what Mr. Timbrell has been saying—and I have been following this very closely—is that he is relying principally on nursing home beds within the private sector to solve the kind of crisis that was identified by the hospital council, and that you are getting a relatively small proportion of the allocation of beds. That has been the pattern up until November 4, 1981. I see you are saying 400 beds over the next five years. Mr. Timbrell is talking about a lot more beds than 400 over the next five years.

**Hon. Mr. Drea:** Yes, but then bear in mind, Mr. McClellan, that under the health model capital is not involved.

**Mr. McClellan:** Is it not?

**Hon. Mr. Drea:** Government capital is not involved there, but government capital is in the nursing home. There is no 50-50 share or whatever. If a person comes in with a proposal, it is a different model.

**Mr. R. F. Johnston:** That is one of the reasons why you have been going to the private sector. It is one of the reasons why, if there has been no battle, he has been winning in absentia.

**Hon. Mr. Drea:** There is no battle, Mr. Johnston. That may dismay you, but you can ask him next week or two weeks from now.

**Mr. R. F. Johnston:** There is an enormous expansion in the private sector in the last couple of years and nothing at all here.

**Hon. Mr. Drea:** That is nonsense.

**Mr. R. F. Johnston:** You have 20 new beds. You are now saying we are going to get 400.

**Hon. Mr. Drea:** There is a very significant expansion, both in terms of capital being provided and in terms of the operating budget being provided through this ministry.

**Mr. McClellan:** No there is not, not in this estimates.

**Mr. Chairman:** Our recording staff is having problems tracking who is speaking and when. You are sort of jumping back and forth.

**Mr. R. F. Johnston:** We speak on these matters as McClellan-Johnston.

**Mr. Chairman:** It is an excellent team; I have no doubt about it. We would appreciate it, however, if perhaps the line of questioning would be by one person for a while and then maybe switch to the other.

**Mr. Watson:** First you say you are on Frank Drea's team, and now the chairman is saying you make an excellent team.

**Mr. R. F. Johnston:** We must say we welcome the fact—I said, “we must say.” Do you notice that in Hansard?

**Mr. Gillies:** Is that a royal we?

**Mr. R. F. Johnston:** No, that is a duplicate we.

**Hon. Mr. Drea:** In the light of some remarks that a gentleman from Niagara Falls made to me across the floor last night, I would humbly hope for the sake of my reputation that we keep the pluralism out.

**Mr. R. F. Johnston:** You should have heard what he said to us.

**Hon. Mr. Drea:** I did.

**Mr. R. F. Johnston:** I mean we are pleased that there is initiative coming from the ministry for an expansion of the role of the charitable-municipal side of things.

**Hon. Mr. Drea:** In addition to the conventional type of homes for the aged and so forth, we are looking at some new concepts which are not in the private sector.

2:40 p.m.

**Mr. R. F. Johnston:** So it is not the one I have been reading about from Whitby. That is a great idea! You have heard about this guy DeHart perhaps.

**Hon. Mr. Drea:** He is your favourite. You have mentioned him before.

**Mr. R. F. Johnston:** He keeps coming up. I cannot believe it.

**Hon. Mr. Drea:** He is the one who does not like Mr. Timbrell, Mr. Bennett and me together. You have not quite found that one yet.

**Mr. R. F. Johnston:** I have not found that one yet. I have been looking for it, just in case it was good. No, this is the one where it is cheaper for homes for the aged to buy space in nursing homes to put their people in. That is a neat method of expanding the homes for the aged. I wonder if buying purchase of service from nursing homes is going to become ministry policy.

**Hon. Mr. Drea:** Are you kidding?

**Mr. R. F. Johnston:** I am not kidding, I want to know. This is what Mr. DeHart is proposing.

**Hon. Mr. Drea:** I did not know Mr. DeHart was the minister.

**Mr. R. F. Johnston:** He is not. I am asking a simple question and I want to hear the answer.

**Hon. Mr. Drea:** You know what the answer is. The answer is no, that is not policy.

**Mr. R. F. Johnston:** Good.

**Hon. Mr. Drea:** But, there may be—  
Interjections.

**Hon. Mr. Drea:** You gentlemen like to nit-pick and I like to avoid your nit-picking a year down the road.

**Mr. R. F. Johnston:** We appreciate your trying to make it as clear as possible for us.

**Hon. Mr. Drea:** There may be an occasion where they may purchase a service for somebody who would ordinarily be a resident of a home because it would be better for him as an individual. That is fair enough. Now if you are talking about that as a general policy, the answer is no. Let me elaborate on this a little further because I do not really know whether—and I have not read Mr. DeHart lately—he is even talking about nursing homes as you and I know them.

**Mr. R. F. Johnston:** He is talking about Ballycliffe Lodge which is a nursing home in Ajax.

**Hon. Mr. Drea:** There have been certain suggestions, and not from the homes for the aged people certainly, made to me that one of the answers to this whole problem is to take advantage of a number of unlicensed facilities and use them as satellites for purely residential care. I am not too sure he is necessarily talking about a nursing home, that is, extended care under the Ministry of Health because, just on the operating costs of a charitable home, there is not really that much of a saving, Mr. Johnston. I think you will find out it goes far beyond that parameter. Is he talking about a rest and retirement home, the purchase of service in there, rather than providing residential care?

**Mr. R. F. Johnston:** With respect to Ballycliffe, interestingly enough—I notice they are using strange words for it here; “privately operated senior citizens’ residence” is what they are calling it—I have been involved with them in trying to transfer—

**Hon. Mr. Drea:** They have two operations, have they not? Is there not one that is extended care under the Ministry of Health, while there is also another unit—

**Mr. R. F. Johnston:** Yes, the same building—

**Hon. Mr. Drea:** It is a rest and retirement home or what have you which is not licensed.

There have been some suggestions made to us that the easy answer to residential care is to tell homes for the aged that they could operate satellites by that route. The answer to that in terms of policy obviously is no because one of the reasons for the supposed higher ticket item



in homes for the aged, regardless of who operates them, is the built-in cost of the activity and other programs.

**Mr. McClellan:** If you do not have the activity and programs—

**Hon. Mr. Drea:** Then what is the use of having it?

**Mr. McClellan:** Precisely. And you do not get it in the private sector. That is the problem.

**Hon. Mr. Drea:** I do not know what you mean by the private sector, but I want to make clear my position and that of the ministry. If you were to subdivide out or farm out or purchase out a great deal of the residential care—I am talking of purely residential care, the ambulatory patients, et cetera—into the area that is now known as nonlicensed boarding or whatever you want to call it, then you would have no significant saving unless you eliminated the activity program.

On the basis that in the whole continuum of care, not just the residential, in the homes for the aged, a very significant component is that activity program, I fail to see the economic or the social reasoning behind that type of thing; so obviously it is not going anywhere. If you could, for the sake of saving capital, provide exactly the same program and exactly the same care on a purchase for service basis, that is a slightly different matter, but I do not think that is a very attractive proposition.

**Mr. R. F. Johnston:** If it is a possibility that the private sector would like to involve itself in this, and can do it for its own economic reasons and feels it is useful to do it, then you can have an instance like Ballycliffe, which has the two wings and maybe can play off one against another. I do not know.

**Hon. Mr. Drea:** Yes.

**Mr. R. F. Johnston:** Would you countenance this kind of approach of 10 people being shifted into that kind of care in the private sector?

**Hon. Mr. Drea:** Provided they were getting the same total care as they were getting in the home for the aged.

**Mr. McClellan:** Of course they would not. How would they?

**Hon. Mr. Drea:** He asked me if I would countenance it. I said provided they would get that.

**Mr. McClellan:** That assumes that it is possible.

**Hon. Mr. Drea:** Yes. Of course it is.

**Mr. McClellan:** You think it is.

**Hon. Mr. Drea:** Mr. McClellan, I do not think the home for the aged necessarily has the copyright on activity programs. Anybody can have an activity program, provided it is done by professionals or trained people. But if you are talking about the economics to achieve a significant saving, then I would have to agree with you that the answer is no. You might be able to do it for 50 cents a day less, or a dollar a day less, but that is not a significant saving.

I just want to emphasize that the activity program which quite often is forgotten—not forgotten, but not mentioned—is really the core of the home for the aged. Indeed, that is the reason for the continuum-of-care concept.

**Mr. McClellan:** That is what distinguishes the homes for the aged program, charitable and municipal, from the nursing homes in my book. That is precisely what distinguishes them. It is a cause for real apprehension on my part to see the balance being rated by government overall in the direction of nursing home residential care as opposed to the kinds of things which have developed in the homes for the aged. I just compare Wychwood-Castleview in my riding with any of the nursing homes in my riding. There is no comparison. It is like cheese and chalk. The people live in a different world.

**Mr. R. F. Johnston:** Except for the ritzy ones. There has been a request for several years now for an analysis of the quality of care provided in homes for the aged and nursing homes around the province. One of the arguments in the past has been that you cannot do it. In some ways you are going to be comparing apples and oranges; you cannot actually compare the quality of care. It came up at the meeting of the Ontario Association of Homes for the Aged this fall.

Many times in the past a request for that kind of analysis has come up, to see if there is a major discrepancy, as some of us fear there is, between the quality of care, especially in terms of the therapy, the activities and the psychogeriatric kinds of assistance between what is provided in homes for the aged and nursing homes. Is there any possibility of that kind of a study being undertaken by the joint ministries in the next while?

**Hon. Mr. Drea:** I will take a look at it, Mr. Johnston. The first thing I want—and I think you can understand why it is so important—is that revised statistical table brought in by the homes for the aged because we are running into difficulty on the basis of pure, raw statistics of

being told there is no need for beds, on the basis of some of the things I mentioned, like the 95 per cent occupancy. The cold, hard statistics, Mr. McClellan, often do not reflect the real world, and rather than fighting all of the time—

**Mr. McClellan:** I know what you were referring to.

**Hon. Mr. Drea:**—and having pieces of paper put up to me, such as how can you need beds when there is an apparent surplus of beds, and then going out and having to check, a real statistical table must be worked out which shows you where the beds are and how they are occupied.

**Mr. McClellan:** I have to confess I do not understand that either because I have heard people, like the Metro social services, say that they do not really have a waiting list problem, yet for the last two years I have had two relatives on the waiting list. The last one was admitted three weeks ago. It is a problem when you come right down to real life.

**Hon. Mr. Drea:** Yes. I am interested in real life.

**Mr. McClellan:** So am I.  
2:50 p.m.

**Hon. Mr. Drea:** My problem, and I would think you would understand it, occurs when we start out with somebody wanting a home for the aged. The first thing is to find out if there is a need for it. Then they take in an area and they look at all of the beds and, supposedly, right now there is a surplus of beds.

**Mr. McClellan:** At the same time, the hospital council has identified—I do not have the report here—1,500 patients, I believe, inappropriately placed in either active treatment beds or chronic care beds who should be in more appropriate settings. A good chunk of those patients should be in nursing care or extended care beds, possibly within homes for the aged. I simply agree with you that there is a major snafu here that needs to be sorted out. Is that in process?

**Hon. Mr. Drea:** I am working on it through my end and I have certain thoughts in mind I would like to discuss jointly with the Minister of Health when I have some data back, and I am hopeful of getting it back.

**Mr. McClellan:** Was that data from the Ministry of Health?

**Hon. Mr. Drea:** No.

**Mr. McClellan:** Good luck.

**Hon. Mr. Drea:** Mr. McClellan, I thought I made it plain that the homes for the aged were doing this for me.

**Mr. McClellan:** Good.

**Hon. Mr. Drea:** They could go into the differences and try to work out as nearly as possible a formula that reflected the real world. If such a thing is impossible, then we are going to have to come up with a hybrid thing with a lot of explanations in it. I am hopeful that from their experience we can come up with a reasonable formula and that we do not have a six or five per cent surplus when there is a two per cent shortage.

Another thing is that there are some very bad calculations. They point out to me that if the study is being done on March 13, it gives the available beds on March 13. It may be that Mr. Drea who is occupying this bed and has occupied it for six months on March 13 is over at Scarborough General Hospital on March 14 and is coming back on March 1. He is just having some tests. The bed is listed technically as empty into perpetuity when they could not even rent it out for two nights.

**Mr. R. F. Johnston:** So it is a major difficulty.

**Hon. Mr. Drea:** It may be a major problem, but I do not think it will be a difficulty much longer.

**Mr. R. F. Johnston:** Could we talk about staffing in the homes for the aged at the moment and what is required, as the kinds of residents we have now are changing, becoming older, frailer and in need of more care or whatever? What is the actual staffing situation in our homes for the aged at the moment as far as numbers are concerned? The number of homes and the number of residents have been staying pretty well constant. What has been the situation with staff? Has that been staying constant, or has that been affected by budget cuts?

**Mr. Carman:** Mr. Chairman, we would have to go to some additional work in order to get that particular statistic. The approach which has been taken relative to the budgets of the homes for the aged has recognized the fact that the municipal Homes for the Aged and Rest Homes Act is open-ended relative to budget. If the municipalities make a decision to spend the resources on maintaining a level of service, under the present act the province is committed to matching that amount of money with the appropriate percentage. There are so many percentages that there is no point in getting into them. As you are well aware, the funding

formula is quite complex. In any event, the decision in the municipal homes for aged has really been one of municipal determination.

If you look at page 59 of the estimates book, you will notice that the actual expenditure in 1980-81 was some \$5 million more than the amount reflected in the original estimates. That was due to the fact that a number of municipalities came back to us and said, "For a variety of reasons, we cannot live within the original allocation and would you honour our request for additional funds," and those requests were honoured.

The situation with the charitable homes is somewhat different again. As you are aware, the budgeting system parallels for extended care the actual rate paid to the nursing homes, whereas for residential care it is the same rate that we pay for residential care in the municipal homes.

I am not aware, and I would like to see the figures, of a major concern on the part of either the municipal or the charitable homes about having to make significant staff reductions in order to cope with the increases in the cost of living in light of the economic adjustments that have been made each year by the ministry. I would like to have a look at that information and to determine just what adjustments they have made.

**Mr. R. F. Johnston:** I would like to see, if that is possible, just what have been the trends in staffing and in specific kinds of job categories within homes for the aged.

At the homes for the aged conference, I recall talking to several people who were concerned about the amount of time that could be put into activation work within the home. Just to maintain people in the home on a custodial basis was taking up an awful lot of staff time, and they were not able to put enough emphasis on reality therapy sessions and for some other people on straight arts and crafts activation and certainly not enough time into staff retraining in terms of some of the skills which are involved in these areas. I heard a number of people from a number of different regions talking about these kinds of concerns. That is why I would be interested in seeing some of these figures as well.

**Mr. Carman:** One of the factors that can contribute to the kind of situation which you have just described is that both charitable and municipal homes for the aged have been willing to take people with higher care levels than the

present funding arrangements provide. The book shows the breakdown by extended and residential care.

In actual fact a number of both charitable and municipal homes have accepted a much higher level of extended care and in some cases have accepted a level which is fairly close to being chronic care; yet the funding formula that they are working under is for a lower level of care.

Some of the conditions which you are having described to you are, in essence, a result of decisions which were voluntarily taken by the management of the home for the aged relative to this notion of the continuum of care or desire not to say to someone, "You were in a residential care bed. You are now on extended care. Therefore, you can now apply to a nursing home because we need for a lighter care person the bed you are in."

**Mr. R. F. Johnston:** That is another wonderful contrast with what has been happening with the nursing home situation where we have had instances—Balleycliffe again—in their nursing home side of things of trying to get rid of people because of there being too heavy duty nursing care and trying to ship them off to Oshawa General Hospital because somebody needed to be fed. That was one of the examples of one of the 14 families which I was given at that time. That is an interesting difference in approach to dealing with the problem.

One group says, "These people have been residents here and we want to try to maintain them within the home framework. We want to provide the continuum here." The other profit-oriented organization decides, "This is going to cut into our profit margins. Let us ship these people out and get them out of our way." What are you doing to try to restyle your funding program or philosophy in encompassing this move towards the higher rate of care?

**Mr. Carman:** As I indicated earlier, the homes for aged association was still grappling with the notion of what direction they were going to head in. Were they going to accept this shift with alacrity and agree that perhaps the direction they were going to move into was one in which there was a very much higher proportion of extended care? They were also examining themselves and with the Ministry of Health whether or not it makes any sense for the homes for the aged to move into the area of chronic care because a number of them are certainly on the border or have moved into the lower levels of chronic care. We have agreed with the association that we are prepared to work with



them over the next six to 12 months in determining what is the most logical resolution to the problem I have just described.

**3:00 p.m.**

If it made sense to try to turn the clock back—and I am not sure it does—to the higher proportion of residential care, that could be an option. If it does not—and I would agree with the head shaking—it then remains to determine what is the most appropriate role of the homes for the aged in terms of this panorama of care. Is it going to be 30 per cent residential, 60 per cent extended care and 10 per cent chronic, or is it 20, 50 and 30, or just what is it? We always work to 120 per cent in the ministry. It is an area in which the association has expressed real interest by trying to say, "What is our best long-term direction?" We have said, "We are prepared to work with you on it and try to come up with policy proposals that match both our views of what the best avenues for you are in the future."

**Mr. R. F. Johnston:** Is there a split between the charitables and the municipals in that?

**Mr. Carman:** No. I would say what we are running into is perhaps some different perceptions between the municipals and the charitables as to the weighting, but it is more in the sense that persons are advocating perhaps a different emphasis in the approach.

**Hon. Mr. Drea:** And it depends, quite frankly, on how the charitable was started. There is sometimes a reason. It has been there for 50 years or so and they feel very reluctant to change things. The other thing that is not negotiable and which perhaps escalates or makes a little bit of difficulty in the situation is the continuum of care.

The reason why all of this is here today is the continuum of care. It was not deliberate; it was an evolving type of thing. When people went over the theoretical residential line, they still needed nursing care, so you provided nursing care. They got a little bit more substantial in there. It was not a calculated decision. The basic premise was the continuum of care right up to the active treatment hospital. That is something in that whole mix.

We talk about going over the 100 per cent line. It may very well go over the 100 per cent line because at which point is a person really residential? Under a continuum-of-care concept, once they are inside the door, there are

some of these delineations, except in the very heavy care which is expensive. In the early stages there really is not much nursing.

**Mr. McClellan:** The line is indiscernible when you are on the ward or on the floor.

**Hon. Mr. Drea:** Yes, but when you get to much heavier care then obviously there is a very big difference.

**Mr. McClellan:** Let me get to Castleview-Wychwood, which is what I am familiar with.

**Hon. Mr. Drea:** Yes, but there is a very significant cost factor once you get to total care. That suddenly appears.

**Mr. McClellan:** I understand that but, as you say, the line between residential care and nursing care is indiscernible.

**Mr. Gillies:** As a supplementary to this point, when the deputy and the minister complete these deliberations, which you say you hope to complete in the coming months, I would hope they might be able to put them into some form that they might be shared with the members.

I think the situation that can develop in many communities—and I think in mine certainly—is that there are people, senior in their years, who are in chronic and, more important, active beds in the hospitals who should not be there. When I come at it from the other end, in our deliberations with the Minister of Health, he will point out that our bed-to-population ratio in Brant county looks perfectly respectable compared to any other community in the province. But because of the age of that population there is a hidden problem that we could well address in terms of the demands that are put on the hospital system.

**Hon. Mr. Drea:** I hate to disillusion you—and I am not an expert in the field of health, believe me—but I think you reach a point in the whole continuum of care or the whole parameters of care when the technical delineations are really not of much import. You have to look at it on the whole basis because crossing over a line—well, let us take the whole gamut, including what crossing over one line means.

In the initial stages there is not much of a crossover. I can sympathize with the Minister of Health. Say these people are occupying active treatment beds and then he goes in and suddenly decides he wants to take out active treatment beds because they are not needed when, also very suddenly, on the very same medical evidence these people need active-treatment beds.

**Mr. Gillies:** Listen, the bottom line is that people have to be cared for whatever that may be. I am certainly not questioning that. It is just that the added expense of maintaining an active bed can return that load to the taxpayers.

**Hon. Mr. Drea:** Sure, but you are confronted with this great world of great statistical evidence which, when it gets to very close examination, does not really have an awful lot to do with the real world. You can understand my desire to get the real world on to some paper so we can start looking at it.

**Mr. Chairman:** Are you finished, Mr. Gillies?

**Mr. Gillies:** Yes, thank you, Mr. Chairman.

**Mr. McClellan:** I apologize; I missed the first few minutes. There is a study that is being commissioned by the ministry from the Ontario Association of the Homes for the Aged.

**Hon. Mr. Drea:** Yes. I think "commissioned" is a bad word. They are providing it to us.

**Mr. McClellan:** You are assisting them, I assume, with the cost of the study. Am I right?

**Hon. Mr. Drea:** It is not going to cost them very much. They are trying to work out a statistical table that would give a real indication of what the supply is in their facilities.

**Mr. McClellan:** Will that be dealing with other questions as well, such as the kind of thing we have been talking about for the last few minutes, namely, the adequacy of the existing funding formula to existing levels of care?

**Hon. Mr. Drea:** No, not on that.

**Mr. McClellan:** They won't be dealing with that?

**Hon. Mr. Drea:** That is ongoing, constant.

This was to get away from this constant frustration over the statistics that are accurate but do not show the real picture. You can imagine what a terrible headache this is to them and you can imagine what a terrible headache it is to me.

**Mr. McClellan:** Is there a time line on this?

**Hon. Mr. Drea:** They are getting it as rapidly as possible.

**Mr. McClellan:** Six months or four months?

**Hon. Mr. Drea:** They did not put a time limit. They said they would get it quickly.

One of the problems is that charitable homes quite often have certain rules and so forth that are not as flexible as others, and they are trying to take that all into account.

**Mr. Gillies:** Do you mean rules just in terms of disclosing information?

**Hon. Mr. Drea:** No.

**Mr. Gillies:** Just operations?

**Hon. Mr. Drea:** No. For instance, certain charitable homes have priority points for different people because they were started by funds from particular groups. If it is a religious home, they are not turning people away, but they do feel they have an obligation to make sure people who are in the denomination that supplied much of the funds originally are not told they are constantly filled up.

We have a very broad base in Ontario under that name "charitable." It can be religious, fraternal or all kinds of things. They do receive funding and they are not discriminatory. But the argument is quite often put forward to their boards as to why these funds were originally derived and raised when suddenly there is no accommodation, "Really, are we playing fair with what our mandate was?" they ask.

Many of the charitable homes feel that because of the great demand for purely residential care they should not have to accept people under 65. That, as you know, requires a ministerial dispensation. They feel that with the changeover, the evolution into more nursing and more chronic care, they need every residential space they have for purely residential cases over 65 years of age, rather than take much younger persons by ministerial dispensation.

Their argument is that they were instituted for this purpose, and they show you the preamble as historical proof that this was their function. They are not complaining, but they have obligations to the organization—they sit on the board—and they are starting to feel just a little uncomfortable; and they expressed these concerns to me. They wish some of those things would be taken into account when looking at the total bed capacity.

3:10 p.m.

**Mr. Gillies:** I do not think this is a red herring, but what would you do with that regulation, particularly if the retirement age were either raised or abolished?

**Hon. Mr. Drea:** I do not think it is the retirement age. The age of 65 was in force for admission to homes for the aged long before it was the accepted pension age.

**Mr. Gillies:** So it would still be applicable?

**Hon. Mr. Drea:** Of course, in the days of the ministerial certificate, dispensation, allowance, whatever you want to call it, the homes for the aged also functioned as chronic care or long-term care facilities for a great many people who had nowhere else to go. In some cases they took the long-term retarded, et cetera. Now all that has disappeared.

Whether you lower or raise the retirement age does not have an awful lot to do with one's ambulatory state. You may be perfectly healthy and want to retire at 70, and you may be desperately ill and have to retire at 60. I guess 65 was considered the beginning of ageing because both the program and the homes are stated to be for the aged.

**Mr. R. F. Johnston:** Just to be absolutely clear on this notion of municipal homes exceeding their budgets, for whatever reason, and that being matched, is that policy going to continue?

**Hon. Mr. Drea:** If they exceed their budget?

**Mr. R. F. Johnston:** If they exceed their budget, the policy has been for the ministry—

**Mr. Carman:** It is not a policy, it is the law.

**Mr. R. F. Johnston:** It is the law; you must. Okay. So any word that one might hear that this is not being followed is just balderdash from the municipal level?

**Hon. Mr. Drea:** You start off with the formula, remember. You are referring to the region of Durham again.

**Mr. R. F. Johnston:** Just as an example.

**Mr. McClellan:** It is our favourite example.

**Hon. Mr. Drea:** I get letters from them. They are personally going to make the Post Office a significant socialist accomplishment, a profit-making institution.

**Mr. R. F. Johnston:** Even DeHart could not do that.

**Hon. Mr. Drea:** I do not know. If they raise the price— Since you two fellows are worried about the property tax, you may be paying off the Post Office and doing something else to your own home.

How we arrive at the first one is a very complicated but adequate formula, and I wish Mr. Anderson were here because he can explain it very coherently. The budget is based on the case load and we pay 80 per cent of the forecast budget. When the deficit comes in, we do not pay 80 per cent any more, we pay 70 per cent. But there is no ceiling on the deficit, so if something really substantial happens, we still have to pick up 70 per cent of the deficit.

**Mr. R. F. Johnston:** That is a unique funding approach.

**Mr. Carman:** Not really.

**Mr. McClellan:** Apart from general welfare assistance, what else is on that?

**Hon. Mr. Drea:** It has been general welfare traditionally.

**Mr. McClellan:** Day care is not.

**Hon. Mr. Drea:** It is not general welfare assistance.

**Mr. McClellan:** That is what I am saying.

**Hon. Mr. Drea:** Any variation of general welfare assistance, for obvious reasons, has always had to be totally open-ended. There is not a split on a budget because you cannot foretell your GWA budget. In this it is a case of you have so many beds, you must have so much care, et cetera. The main thing that does contribute to the deficit is arbitrated wage awards.

In GWA, it is 80-20 all the way. If you have no case load, you do not use your 20. It is on demand.

In this at least you can forecast the budget because you have X number of beds and you know what your experience was. Some people say the municipalities get into a deficit position by not really making a budget. I think that is a bad rap, because they are doing a budget—

**Mr. R. F. Johnston:** That would be the obvious line of attack on that.

**Hon. Mr. Drea:** It may be an obvious line of attack but in fairness to the municipality, they enter into negotiations and so on in good faith and sometimes they are settled, which is fine. At other times they are arbitrated and it is a case of, "Here is the certificate and you must pay." Therefore they get into that deficit position.

**Mr. R. F. Johnston:** So almost all of the deficit positions come through the wage increase?

**Hon. Mr. Drea:** Yes, the bulk of the amounts in the deficit are invariably in personnel wages.

**Mr. Carman:** I think it is worth clarifying, Mr. Chairman, that the fact that the legislation requires the province to match the expenditure should not leave any member of the committee with the assumption that it is then viewed by our staff as just an open-ended, "Send us the bills and we will pay them," sort of thing. In actual fact a vibrant negotiating process around cost in the homes for the aged goes on between the supervisory staff in the area offices and the municipal staff. There is an active attempt made to ensure that the economic adjustment being provided for the program is adequate to operate the municipally operated programs.

I would say that, almost invariably, the adjustments that have been made have been made around the salary question. The reason I raised the question of the increase in the budget was that you had asked if the homes for the aged were cutting back on staff. Had those arbitrated settlements not been funded in that way, a staff cut would have resulted. That is why I mentioned it in the first place. But it still is not something where there is not a hard bargaining process around budget approvals.



**Hon. Mr. Drea:** I would like to add a sentence. There is a rumour, or a canard, around that the municipally operated homes for the aged have been and continue to be an extremely high-ticket item because all they do for their deficit is drop in to see the minister with whom they are pals.

The truth of the matter is they are very efficient and effective. If you take out the wage settlements, which invariably are higher than they anticipated, you will see how very close to the anticipated budget they are. If they are high-ticketed it is because the arbitrations come down and they pay.

**Mr. R. F. Johnston:** My experience, having worked out of municipal homes for the aged in the past, is that that is certainly true. They run a very efficient shop, in my view. But I have some concern about limited resources as regards activation. That is an area on which I would be glad to get some information from you.

My last question relates to the continuum of care from the community program side of things through the residential side of things.

What role do you see the homes playing in that linkage, both as to what is happening now on an ad hoc basis with programs like Meals on Wheels operating out of homes for the aged, and some in-home activity centre kinds of things for people in the community, and as to the whole approach to assessment of people's needs for proper placement, so that they are not in areas of care which are inappropriate, or in some cases even dangerous?

I am speaking of the person who should not still be in the community because we cannot provide the the right kinds of support; that kind of thing. Has there been any development in the ministry as to where the homes fit into this?

3:20 p.m.

**Hon. Mr. Drea:** I thought I addressed that a while ago. First of all, in my view you cannot have a community program for seniors without the focal point and primary source being the home for the aged—and I do not mean as a reception centre; I am talking about it as a community resource as well as a reception centre—on the grounds that the significant work on gerontology and a number of related factors is being done in the homes for the aged. To try to operate a community program that is not directly and primarily linked to the home for the aged, I think would be a failure.

If you are operating an all-embracing community program with the home for the aged as

the main resource or focal point, with the work they are doing now in the various problems of ageing, particularly the appropriate level of residence, obviously they are the only people who, short of a crisis situation, can do it. I do not think anyone wants to leave it to the point where it is a crisis situation.

When it is relatively obvious that a person cannot stay in his own home, where will we place that person? I think you are talking way ahead of that to when a person may be showing additional signs of ageing. Let us really be able to look for more residential care or perhaps more more support, if that degree of support is not available in the community because of its geography or isolation.

I defy anyone to have an effective community program in this area without very direct and substantial linkage into the home for the aged, on an outreach basis or otherwise, and right into the reception capacity. Otherwise, you will not get a handle on who will need care until they actually do need it, and you will still be trying to find beds, or you may wind up with a surplus of beds because of individual conditions.

**Mr. R. F. Johnston:** Looking at the way things are operating in many regions around the province at the moment, the home for the aged is often peripheral to the early detection of problems. Connected with the home is the community care group, independent Meals on Wheels group or the new homemakers' amalgamation, and those groups run across people who require care. There have been any number of long-term care study groups set up through the district health councils around the province which have involved homes for the aged.

**Hon. Mr. Drea:** All of those things may still be necessary, Mr. Johnston. There are always things that are necessary in conjunction with the health unit, but I think the prime resource—and I emphasize the word "prime"—must be the role given to the home for the aged. That should be very clearly spelled out.

As to the home support program which will be administered by the Ministry of Health, I think perhaps that could operate as a wide community one without a substantial linkage to the home for the aged.

**Mr. McClellan:** I am sure it will. I think you are identifying the reality, but there is still a kind of schizophrenia between services. That is part of the problem of having two separate ministries, basically dealing with the same problem from different perspectives. You are identifying a

kind of central role in the continuum of care for the home for the aged, and that model could make sense. But the Ministry of Health is obviously proceeding to develop its models from a different perspective with a different hub and I see that hub as being the local boards of health.

**Hon. Mr. Drea:** No, I do not think so. I think when you see the two full models you will see why the home for the aged has to be the primary source and the linkage. What I am saying is it may very well be that on the home support program the person is moving into active hospital treatment. Whereas, at the all-embracing community one, the person does not need active hospital or medical treatment but indeed needs these other things.

That is why a home for the aged as an outreach, at least in my plans, has to be the prime resource. I say to you that I know some of them are doing it, et cetera, on an ad hoc basis, but the home for the aged welcomes it.

Some people say, "Are you sure they really want to move beyond their boundaries?" Quite frankly, in the past—not in this field but with institutions—they have had a little bit of reluctance, that their place is here and is really not there, but no, they are apparently quite welcome.

**Mr. R. F. Johnston:** I think we are agreeing with your analysis of the need for an important role in that co-ordination, but both are trying to raise the concern about the in some ways artificial splits that take place between the health care need of an older person in terms of the placement process and the general welfare and social need.

What I would be worried about is the notion that in that placement you are saying the home should have a very important role; that they would not be included in the medical model. That is what I see as the danger.

**Hon. Mr. Drea:** No, maybe I misled you. What I was saying is, if there was only one model and that was the homemaker model—and that would not be good, but if there were only one—I think it could operate without the total linkage with the home for the aged. But if you really want the community model which will be coming in, that cannot operate in any degree of isolation from the home for the aged, however small, otherwise it will not work. It will be adding on just another stratum, just another impediment and would not be of much value.

**Mr. R. F. Johnston:** What staffing implications do you see this having for homes for the aged at the moment, because most of them do not have an outreach officer whose job is specifically that kind of co-ordination?

**Hon. Mr. Drea:** In terms of the model, that is obviously what we are going to have to explore. I am taking it as a given, even though I know there are some services out there, because they are ad hoc and there is no real parallel. Some have more than others. There does not seem to be a particular model. Some models are greatly different; they bring people in by bus, et cetera, rather than go out.

I am taking it as given that there is no staffing problem, rather than saying, "Since you have always been expected to provide some outreach we will start from this level." I am taking it that for practical and universal purposes there is not, so we take that as given. That is something we are going to have to address in our model.

**Mr. McClellan:** No, I still cannot see—

**Hon. Mr. Drea:** Why do you not wait until you see it? You might like it.

**Mr. McClellan:** I was just going to say that. For example, what is going to happen with Meals on Wheels?

**Hon. Mr. Drea:** These are all components of what you want.

**Mr. McClellan:** Let us focus on that now. Who is going to do that?

**Hon. Mr. Drea:** I do not think we are going to restrict it so it has to be the home for the aged that does it. You want some central—

**Mr. McClellan:** I do not care who does it.

**Hon. Mr. Drea:** People are going to do it.

**Mr. McClellan:** I am just not hung up on structures, as long as there is a structure there. I do not care what the structure is as long as it works. What I want to see is some kind of structure that is going to pull all of this stuff together.

**Hon. Mr. Drea:** That is the point, regardless of what name you put on it.

**Mr. McClellan:** Right. At the present Meals on Wheels is all over the place—churches, homes for the aged, elderly persons centres, sewing groups. Anyone who is kind enough to do the job, does the job. In some places it is great; in some places the assumption seems to be that seniors do not eat on the weekend; in some places the assumption is that seniors stop eating during the summer; they do not need Meals on Wheels in July and August. That is just the way it works now.

**Hon. Mr. Drea:** It is a little bit of a problem in the winter too. They sometimes do not leave their forwarding address.

**Mr. McClellan:** Some seniors obviously eat only three days a week instead of seven.

**Mr. R. F. Johnston:** Mailing food to Florida is a problem.

**Mr. McClellan:** Anyway, I assume that whatever model it is, it is going to put Meals on Wheels into every community, seven days a week, 12 months a year.

**Hon. Mr. Drea:** A co-ordinated model.  
3:30 p.m.

**Mr. McClellan:** What is the model?

**Hon. Mr. Drea:** That is what we are working on, and you will soon see it.

**Mr. McClellan:** Can you give me a glimmer of a clue?

**Hon. Mr. Drea:** First of all, Mr. McClellan, I think it would be a mistake to take away from people who are providing and say only one source can provide.

**Mr. McClellan:** I did not say that.

**Hon. Mr. Drea:** I know.

**Mr. McClellan:** After six years one grows cautious. I apologize. Continue.

**Hon. Mr. Drea:** We are having work done. The particular model that was announced last week obviously had to come in with an all-embracing model, and many of these problems have to be addressed in there on a co-ordinated basis. It may be more practical for one group to provide it in an area than it is for another.

For instance, where you have one county home for the aged that operates in an entire county, that is a little bit different to the number of homes for the aged or elderly persons' centres or what have you in major metropolitan areas.

We want to get a co-ordination so that essential matters, like Meals on Wheels, home assistance, and the thing is relatively endless, are in a position not only to be provided but to be co-ordinated, so there is not on the one hand a gap and, on the other hand, a great duplication. That is what we are working on, and we hope to have it available to you shortly.

**Mr. McClellan:** But I have been hearing that for so many years now—

**Hon. Mr. Drea:** Not from me you have not, Mr. McClellan.

**Mr. McClellan:** No, but from your predecessors.

**Hon. Mr. Drea:** I do not know what you had to do with my predecessor, Mr. McClellan, but someone in here told me they were not going to get the home support thing for a very long time. The home support thing was tabled in here a week ago Monday and I think that will provide the impetus for all of the others.

**Mr. McClellan:** We are always pleased to see progress, and genuinely, but although I am not going to prolong this, we had expected to see that at least a year and a half ago, if not longer—maybe two years—and we had expected to see the whole banana, instead of just the nice outer skin.

**Hon. Mr. Drea:** Okay. I do not know an awful lot about bananas; they are getting expensive. But Mr. McClellan, I draw you back to the day I was sworn in. They wanted to know what my priority was as minister and I said service to the senior citizens or to the elderly, and I can assure you that progress is being made very rapidly.

**Mr. McClellan:** Well, we are going to be very congenial this round, but by the time we come back a year hence, we will expect to see substantial progress, because this is so long overdue. I do not have to tell you—

**Hon. Mr. Drea:** Mr. McClellan, I shall lean back and you can congratulate me for the whole.

**Mr. R. F. Johnston:** Okay. You will not believe how mellow we will be, if that is the case. We will be incredibly mellow.

**Hon. Mr. Drea:** No, but this time, instead of having to pay I shall win my bet that you can jump in quicker than Mr. Johnston. You will still regret the loss of a dollar.

**Mr. McClellan:** Okay. We shall wait and see.

**Hon. Mr. Drea:** Indeed, just to put it on a very serious note, this type of program is very essential if a handle is to be really gotten very early on in the change in demographics in the long-term implication.

**Mr. McClellan:** Of course. It is still as true, to a significant degree, as it was when Mr. Anderson wrote the residential services report in 1975, pointing out that a number of people have to go into homes for the aged and nursing homes because there is a lack of community services. That is still true.

The kind of anomalies I was talking about in Meals on Wheels are characteristic. It is not abnormal that Meals on Wheels are only available three or five days a week, and not in June, July and August.



**Mr. Chairman:** Is your questioning over? I still do not know which of the two was in fact questioning the minister; but thank you both, Mr. Johnston and Mr. McClellan.

For the record, I want to say that members of the committee have received copies of the report of the paper by the study group of the SARB: The Social Assistance Review Board of Ontario: A Critical Analysis and Proposed Changes, with five anonymized cases before the SARB that you handed over yesterday.

I have a list of other speakers, unless you are continuing.

**Mr. R. F. Johnston:** One piece of factual information which you may not have at the moment, and that I would appreciate getting at some point. Essentially, it has to do with the psychogeriatric testing now going on in nursing homes.

Dr. Kalman Csapo, from London Psychiatric Hospital, has got this thing which is called MOSES, a multidimensional observation scale for elderly subjects, which is being used in terms of—I think the acronym itself is as scary as hell.

**Hon. Mr. Drea:** He had a very long old age.

**Mr. R. F. Johnston:** Well, they could have called it Methuselah, that would have been even better.

**Hon. Mr. Drea:** It does not fit on the computer.

**Mr. R. F. Johnston:** Of course. It is a multiple-choice question thing, which is to be filled out by nurses or nursing aides, on elderly patients within the nursing home structure. I wondered if you knew anything about this, or whether it has found its way into any of the sections of our homes for the aged.

**Hon. Mr. Drea:** If you will give me a copy of it, I would ask. Lawrence Crawford knows all of those things. He would probably be more helpful.

**Mr. R. F. Johnston:** I shall just write it out for you.

**Hon. Mr. Drea:** Okay. I have never heard of it.

We are in the process of receiving some research work on dementia, but it was not done in London.

**Mr. R. F. Johnston:** No, it is the other one. I have got the stuff for it. Thank you very much by the way.

**Mr. Gillies:** Mr. Chairman, I should like to ask a few questions about the volunteer program: firstly, being generally how it is going—

**Hon. Mr. Drea:** Which one?

**Mr. Gillies:** Just generally under the category of volunteer program for seniors; and I am referring to the line item, Mr. Minister. The discrepancy I am drawn to is that the estimates in 1980-81 were over \$250,000, and the actual was around \$81,000, and I wondered what may have accounted for that.

**Mr. Carman:** Do you want me to comment on that?

**Hon. Mr. Drea:** Yes.

**Mr. Gillies:** Then the estimate this year is way down again from the estimate last year.

**Mr. Carman:** Mr. Chairman, that particular line item resulted from a development that was pioneered by Mr. Lawrence Crawford, to whom the minister referred earlier. I think it is an extremely innovative kind of program where, if seniors are prepared to do volunteer work with other seniors, we are prepared to reimburse them for out-of-pocket expenses up to \$60 a month.

The programs that fall under that category are very variable. Some of the Meals on Wheels programs are run by seniors, as you know. Friendly visiting is another very extensive program where seniors not only co-ordinate, but do the lion's share of the visiting and in some cases actually get into what I would call light house-keeping.

We felt that the 1978-79 and 1979-80 programs rather suggested that with a fair degree of financial support perhaps these things would grow in and of themselves. It was thought the kind of interest that was there would probably generate a surge in the program. I can remember speaking to the Elderly Persons' Centres Association in the winter of 1980 and saying to them that here seemed to be a glorious opportunity for people to take on a series of home support programs, where there was a high volunteer component, and actually the seniors, the people involved, would not be out of pocket.

What we underestimated was the extent that it was necessary to actually provide a paid co-ordinator to make this all happen in each and every individual program. In fact we were encouraged, and Lawrence was, by some of the seniors' organizations, that if the money were available, this would all happen in a kind of an automatic way.

Well, it did not happen in an automatic way and we are now going back to the actual allocation of resources to find volunteer co-ordinators, who in turn go out and find the senior volunteers. The commitment within the

ministry's financial priority setting is that we would be more than happy to raise that amount back up to \$250,000, but the only way it can be done effectively is to have enough co-ordinators who can find senior volunteers who are prepared to provide these kinds of services and, in turn, will then be submitting claims.

**3:40 p.m.**

Another factor that crops up is that a lot of the seniors do not want to submit the claims. They are absolutely committed to free volunteer work. When you say to them that there are out-of-pocket costs relative to the use of their car or whatever, they say: "This is just not a factor with me. Sure, the money is available but keep it. Give it to someone else. After all, their needs are greater than mine." We have run into the two situations.

For the future, for those seniors who want to take advantage of the out-of-pocket expenses, we would be happy to augment the account, but we will be doing it through a conscious recruitment of volunteer co-ordinators who will go out and find these people.

We find with the seniors that there is a rotation there. Perhaps a senior citizen will become involved in volunteer programs for a while and then will say: "I would like to do something else for a while. I would like to work with children or with the retarded or in a hospital." So the expansion we got was not an expansion at all; it turned out to be a replacement.

But I still think it is an area in which, with some careful administrative design and getting co-ordinators in touch with senior citizens' organizations, we can still see an expansion that would get us back up to the original figure for 1981.

**Mr. Gillies:** That is very encouraging. If more than \$119,000 is needed, it is available. Your experience thus far has been that there is not a direct correlation between the size of the budget and the size of the program.

**Mr. Carman:** No.

**Mr. Gillies:** Can you give us even a rough estimate, because I know a lot of these are municipal agencies, of the number of volunteers involved?

**Mr. Carman:** I will see if we have that data.

**Mr. Gillies:** I am referring back to the 1975 study by the Canadian Council on Social Development.

**Hon. Mr. Drea:** One of Mr. Crawford's goals

is a talent bank of better than 100,000; a designated inventory, not just 100,000 in number across the province. One of the first projects on that line is in Orillia where, within the city limits, they have identified more than 4,000 able-bodied, completely independent seniors who are over 65. They are completing an inventory of the skills and the services they would be willing to contribute, not necessarily to seniors' projects but to the range of the entire community.

They are just doing that inventory at age 65 to point out that there is a sizeable additional population that is relatively in the same position. These are not people who are in care or who need care. They are completely independent.

I talked to them three or four weeks ago and found that survey is very well on its way. It has been a pilot effort for the whole province because they have run into certain difficulties—no more or no less than any time you come to the door and knock. They have tried to work it out and they have had excellent co-operation from a service club in the area but also from one of the city of Orillia's municipal departments—I think it is recreation—to help them co-ordinate their efforts, et cetera. That will be completed relatively soon and then will be expanded into other areas.

**Mr. Gillies:** Do most communities of any size now have a volunteer program of some kind?

**Hon. Mr. Drea:** Oh, they have volunteer programs. One of the difficulties, Mr. Gillies, is in the size of the community and the identification in the community. I think you would agree with me that developing a volunteer component in the city of Brantford is a far easier logistical task than operating in Metropolitan Toronto or wherever.

If you have a clearly defined, traditional city, where you are literally going around and operating, then it is one thing. Even though you have municipal lines, in a vast collection of neighbourhoods it is a little bit different. The sheer size sometimes has been a bit of a deterrent. The elderly persons' centre in an identifiable city like Brantford is well known.

**Mr. Gillies:** It is well utilized.

**Hon. Mr. Drea:** Sure, they are all well utilized. But come into my area and there are many. Some of them are a long way away from where a person resides, even though they are still within the same municipality. In older areas, oddly enough—and I had some discus-

sions about this in downtown Toronto—there has not been that much mobility for a certain sector of the population, just as in Brantford. That is working quite well, though a little bit slower than perhaps someone optimistically thought. Once there is that inventory, I think there will be a tremendous amount of skills that can and will be provided.

There are also some other developments. Many of the service clubs, such as the Kiwanis, are developing an older model. They have one part of their club specifically for seniors, people who are retired. They meet at different hours and they have different tasks, et cetera, because they do not have the same time limitations as perhaps younger men do. Those things are turning into a very sizeable, if ad hoc, volunteer component. They are coming on stream just as society evolves and the active life span becomes longer and longer.

Rather than becoming an honorary member of the club on reaching retirement, now there is a specific club function for members, and that is the fastest growing part of service clubs. Some people are very derogatory about it, but I do not understand that. This has opened up a new focal point in the community for people who are not inhibited by the limitations of time, as are some younger people, and who are in perfectly good health and have a great number of skills.

**Mr. Gillies:** That is great, Mr. Chairman. I share the minister's concern about this sector. I think it is very important, so I just wanted his assurance on this particular line item—I am referring to page 59—that if the program grows to the extent that more allocation is necessary, he will support it to the extent necessary.

**Hon. Mr. Drea:** Oh, yes.

**Mr. Kolyn:** I would just like to ask a question on the Meals on Wheels program. We are talking about a co-ordinator there. I think it is a good thing to try to get the voluntary help we need, but the problem could be on the week-ends. How do you get around that Sunday bit? Most people have a tendency to help five days a week, but some of them are a little hesitant on Sundays. How do we get around that?

**Hon. Mr. Drea:** I think that is one of the challenges and we have to come up with a model that can provide that type of co-ordination. It is because the service has developed on an ad hoc basis, one organization and one locale providing it, and they have had to operate in relative isolation within the availability of resources. I think when you get a co-ordinated model you can begin eliminating many of the gaps.

**Mr. Kolyn:** Would any consideration be given to something like a Sunday dinner? If there were two dozen of them, maybe you could bring them all there and have a Sunday dinner.

**Hon. Mr. Drea:** Mr. Kolyn, we want to develop a model that is so embracing that any and all practical input can immediately be put into without the slightest impact on the rest of the program. I think where the impasse may have developed in the past—and I do not really know because I was not around; I was in other territories—is that wherever you try to mix the Ministry of Health and ourselves, there is a structural difference because the Ministry of Health, and rightfully so, is very rigidly structured on a standardized model and has to be. We are not because if we were we would be totally ineffective.

We have now worked out a rationalization of the two roles so we are not duplicating, overlapping and competing for the same human resources. We can now each, in co-ordination, begin to meet the particular goals we have. Obviously, whatever the type of programming unit, whether it is this or any other one, where both ourselves and the Ministry of Health are concerned, we eventually end up with a program far wider in scope because, if we do not, the totality of the program will not work.

The Health one always has to be highly structured. Medicine and the delivery of health have standards, et cetera, whereas we go beyond the standards. That is why we are here. If it could all be solved on a standardized model, there would be no need for us.

**Mr. Chairman:** A flexible minister helps too.

**Hon. Mr. Drea:** No, but you have to be realistic. There is a Ministry of Community and Social Services that goes beyond the structures. That is why we have it, and we have to have it. If we get into very high standards, structures and everything else, we lose the universality of our approach. We would become very inflexible and would be compartmentalizing all over the place, and that does not work.

**Mr. McClellan:** I have just a short question on the 400 beds projected over the next five years. What is the mix of beds between residential, nursing and extended care? You may have told us that, but I do not recall it.

**Hon. Mr. Drea:** Do you mean a formal mixture?

**Mr. McClellan:** Yes. How many of those 400 beds are residential, how many nursing and how many extended care? I ask the question because



I want to know where the Ministry of Health fits into the picture. Will the Ministry of Health, like some miserly dealer, shuffle you out 50 or 100 or 300 extended care beds, or do you decide—

**Hon. Mr. Drea:** They do not control us; we do. If they are taking extended care patients, they take them.

**Mr. McClellan:** I am just trying to understand how this works. You say, "We are going to put in 400 beds." You do not have to get an allocation of a specific number of extended care beds from the Ministry of Health?

**Hon. Mr. Drea:** No. Technically, they are all residential. It is when they begin to be filled that we find out what they are.

**Mr. McClellan:** That is automatic and based on patient need?

**Hon. Mr. Drea:** Yes, and on the continuum of care. Theoretically, people are admitted for one day only as residential care, when everyone knows on the following morning they will move up into a particular ward or a particular section. I guess what you are asking is, is there an automatic delineation like 20 per cent?

**Mr. McClellan:** Yes, I just assumed there was.

**Hon. Mr. Drea:** No.

**Mr. McClellan:** That is good. Do you budget for residential beds and what happens when your residential bed turns into an extended care bed? Who picks that up? How is it paid for?

**Mr. Carman:** Over the past three or four years, only once has the ministry recognized an increase in the number of extended care beds in homes for the aged. That arrangement was recognized during the actual allocation process during the expenditure estimates process that we go through internally within the government.

During the remainder of those years, there has been no additional allocation for extended care beds. Even though the boards of management of the charitable homes and the municipalities have made decisions which implicitly meant that there were more extended care residents within the homes, there has not been an additional allocation. The way to resolve the problem, if it is to be resolved, is between the ministry and the annual allocation process in order to obtain additional operating funds so the difference between the residential rate and the extended care rate can then be added to our allocations.

**Mr. McClellan:** I do not think I understand

that. Who is absorbing the cost? Someone has to pay the difference between the residential rate and the extended care rate.

**Mr. Carman:** The Ministry of Community and Social Services pays the extended care rate for all the beds that are officially rated as extended care beds in homes for the aged, both charitable and municipal. That is part of the operating cost.

**Mr. McClellan:** Let me stop you there. How does a bed become rated again as an extended care bed?

**Mr. Carman:** It becomes rated when the ministry agrees with whatever formula was originally determined, whether it was 70-30 or 60-40.

**Mr. McClellan:** That cancels out your previous answer, does it not?

**Mr. Carman:** No.

**Mr. McClellan:** You are telling me then that these 400 beds that are going to be developed over the next five years are all going to be rated as residential beds.

**Mr. Carman:** What the minister, I think, was attempting to indicate was that theoretically that is the appropriate route into a home for the aged and therefore all new beds would be theoretically residential. Let us take the example of the one facility that is going to be built in Metropolitan Toronto over that particular period of time.

It is fairly clear from our conversations with Metro that they would want a very high proportion of extended care beds. At the same time we have been discussing the fact there is a study under way in which the homes for the aged are trying to determine what their recommendations to the ministry will be for their long-term role in residential and extended care. Those two things will happen sequentially, so the sort-out relative to the role of the homes for the aged will take place before that 200-bed home is built.

As a consequence, although theoretically every bed is a residential care bed, it has to be viewed within the system of the Metropolitan Toronto homes for the aged. If the system demands that all or most of the 200 beds be extended care beds, that would be taken into consideration when we requested operating funds for that home when it finally came on stream.

**Mr. McClellan:** All right. So the home comes on stream with a certain mix of beds. You have a brand new 200-bed home. You have negotiated

the mix so there are 100 residential beds and 100 extended care beds. Then within 12 months you have 150 extended care beds and 50 residential beds. How do you adjust the flow of money into that home?

**Mr. Carman:** At the present time, Mr. McClellan, if that action was taken by the municipality without the approval of the province, they would have to find those funds for the additional cost of operating out of the general expenditures of the municipality. If that cost more than the extended care rate we pay the municipality, which is now \$32, we will share 70 per cent in the cost—I am sorry, may I go back?

If having an extended care patient in a residential-care bed costs more than \$22.71, which is the present average municipal rate, we will cost-share in 70 per cent of the cost over and above \$22.71, so the province automatically picks up 70 per cent of the cost but over a lower base than the extended care base, which is \$32 for a municipal home for the aged.

**Hon. Mr. Drea:** Which is why we get chastised for being high ticketed. Remember too, Mr. McClellan, on the residential basis that, unlike a nursing home, if it is pure residential care and the person has funds that person will pay until the funds are exhausted.

**Mr. McClellan:** Yes, I understand that.

**Hon. Mr. Drea:** And no one knows who is coming in, so you have to take an approximation of what their experience has been in the past.

**Mr. McClellan:** I did not understand this. I assumed that when someone moved from residential to extended care, and filled out the form and qualified, there was then an automatic flow of money into the home from the Ministry of Health.

**Hon. Mr. Drea:** No. It would be nice if you would get it for us.

**Mr. McClellan:** I just assumed that was the way it worked.

**Hon. Mr. Drea:** It would be nice.

**Mr. McClellan:** It certainly would.

**Hon. Mr. Drea:** You have 20-some hours this month and next month.

**Mr. R. F. Johnston:** Make sure he concentrates on it.

**Mr. McClellan:** I will when we get to the estimates. That is quite amazing, because I am sure that is an enormously cumbersome way of trying to administer quite a complicated system.  
4 p.m.

**Hon. Mr. Drea:** We have extended care beds. They are not extended care within the meaning of the law that covers extended care for funding purposes.

**Mr. R. F. Johnston:** You mentioned before that the major over-budgeting amounts that you have to make up 70 per cent of for the municipalities came from salary.

**Hon. Mr. Drea:** We have already addressed the budget. This is after the budget where you find out in the twelfth month that they are \$300,000 over. It is not because they overlooked all of these things. These tend to be that deficit which is always attacked, which tends to be because of the salary.

**Mr. R. F. Johnston:** How much does this element make up of it?

**Hon. Mr. Drea:** Not terribly much.

**Mr. R. F. Johnston:** The unexpected extended care bed is not a major factor?

**Hon. Mr. Drea:** No. You see the point is that there are patterns and indeed they have a case load there. If they have 20 residential people in a place for 100 they have a pretty good idea that within the following year, 10 of those are going to be going into heavier care.

The rap that is put out is that the budget is somewhat irrelevant because we come in at the end and pay out. That is not true. Then they say, "Okay, if the budget is very carefully addressed, negotiated, et cetera, then why are there all these deficits in these amounts?" You can get a smaller home where you do get some cases, but that is merely because of size.

The real problem is that invariably in the course of the budget year salary awards come down which are not based upon ability to pay or anything else. Here is the wage bill which you must pay and that proceeds right on out into the deficit. Do not get me wrong, it is not a case that it never happens, but it is not—at least in our experience—the prime reason for those deficits. I want to say, one more time, that inefficiency is not, in any way, shape or form a reason for those deficits.

**Mr. R. F. Johnston:** Although it sounds like inefficient funding in the approach to extended care beds. Another formula sounds as though it would make more sense, another approach. But anyway we can deal with that later.

**Hon. Mr. Drea:** Yes, but you have some downsides on that, you know. To get into the same league as extended care, where do we fit

into the priority of extended care beds? You mentioned before that this is a different and specific category of care.

I may be within the same ambit but my concern would be that if you start carving up and compartmentalizing within a home for the aged, you may be opening the doors to something you may not want down the road. You cannot go to them and say, "We want you to be so flexible that you can do outreach, outpatient, residential, right through the continuum of care." The continuum of care, once you start getting into compartmentalization, gets to be somewhat difficult.

**Mr. Carman:** Just to add to that, Mr. Minister. One of the problems there has always been between residential and extended care is that there was almost an incentive to keep going back to the doctor to hope one finally got 12 points, because you then qualified for a higher level of funding from the province. Those of us who have the rational economic approach to things, and want to have nice neat funding categories for levels of care, may be tempted from time to time to say, "Let us develop an extended care two and an extended care three level, based on hours of care or based on some kind of medical assessment."

I think what that does though, is put the focus on the wrong thing. It puts the focus on trying to pass some kind of barrier to get to the next higher funding level.

I am inclined to believe that the fact that the province and the municipality are sharing the amounts of money beyond the \$32 per day which is required to look after a patient, a resident in the homes for the aged, means that these people are getting the care they need without having to have an elaborate system of checking and medical assessments and constant review in order to justify a budget, the budgets really being decided by what is an appropriate level of care for the people involved.

So what looks on the surface perhaps to be a little illogical has to be examined from the standpoint that perhaps the incentives that would be created by what one would think of as logic could get one into an even more of an administrative nightmare. I think there are some real advantages to the present system where there is a sharing, recognizing these added costs are not something you can compartmentalize all that easily.

**Hon. Mr. Drea:** The other factor in health care is I know of no other area where there is a continuum of care. In fact, the trend has been to

get away from a continuum of care: the general hospital only wants you for a certain period of time; the chronic hospital only wants you for a certain period of time; everyone only wants you for a certain period of time, sometimes based on rising qualifications and sometimes on diminishing qualifications. This is the last of the, if you want, traditional health models. You go to one place for health care and you stay there.

**Mr. Chairman:** Are there any further comments or questions. Mr. Van Horne maybe? We are still on item 5, questions on senior citizens.

**Mr. Van Horne:** I have tried to check with our research people to see if Mr. Conway left any points to be raised and I am not—

**Hon. Mr. Drea:** I will tell you, you will be adequately served because Mr. Conway and I are opening up one of the newer rehabilitation homes for the aged in his home town on Friday and I am quite sure that he will voice from the podium whatever his concerns are in this area and I can address them.

**Mr. Van Horne:** I think we should leave it at that then. We have no questions, Mr. Chairman.

**Mr. Chairman:** I guess you have noted a change on page 65, the cost sharing for handicapped persons' housing is 100 per cent provincial.

**Mr. R. F. Johnston:** There are a number of things to continue with on this item, unless there are people who have not asked questions yet.

**Mr. Chairman:** I do not have any list.

**Mr. R. F. Johnston:** One of the items I think we can slip into the concept of home support services for the elderly is the whole question of abuse of the elderly. There have been studies in the United States on this, but there have been none that I know of in Canada in a systematic fashion.

Lawrence Crawford and I have passed comment about this in past years, and I think he is quoted in the Ottawa Citizen as saying it is not a problem in Canada, that we are more mild mannered and less prone to violence than the Americans. I hope he is right. He mentions they shoot their politicians and pop artists and as yet there have not been too many incidents like that here.

**Hon. Mr. Drea:** Lawrence was in full flight on that.

**Mr. R. F. Johnston:** On the other hand, I have to juxtapose that. He mentions, and he is right, that in his travels across the country and asking people about this—I remember he was in



Newfoundland and got some information which was quite interesting—almost all of the information we have at the moment is anecdotal. And when we talk about abuse of the elderly, we are not talking about actual battering, as we usually mean when we talk of child abuse or spouse abuse. We are talking about other kinds of neglect, psychological kinds of things.

As someone who has been involved in the outreach, preventive care, kind of work on the community care side of things, we saw a lot of questionable examples of whether or not someone was being abused. We had no model to fall back on to be able to check it out. Neither did we have a mandate to check it out.

I was reading an interesting column from Thunder Bay the other day in which Dr. Gwen Warren was talking about her views of the difficulties for this and the need for—I think she was talking about an abuse team that would be set up in an area and go out and check things out.

I think that is premature. What I would wonder about more is whether or not we need a study of some sort to look into the whole question and to look at models for determining what is abuse and how it shows itself and that kind of thing.

**Hon. Mr. Drea:** Is that clipping from the spring?

**Mr. R. F. Johnston:** June 20.

**Hon. Mr. Drea:** As a matter of fact, my friend Mr. Hennessy gave it to me. I think they were having a conference and when I read it I dispatched Mr. Crawford to it because I was interested in whatever she had developed. Her experience too was anecdotal.

Talking about it being all-embracing, we have a substantial problem in this regard. My friend the public trustee, Lloyd Perry, and I have discussed this. He has concerns because there is no mandate for protection of the elderly. The protection of the child is very clear-cut in law. Indeed, even where there is physical abuse, for getting through the front door there is no mandate short of reasonable cause. He and I have talked about this.

Where there is profound neglect, either self-neglect because of diminished capabilities, where others in the household have diminished capabilities, or where there are plain cases of just straight neglect, it is very difficult for him, even in his sphere, which is a protective sphere; he is very short on mandate. We are very short on mandate. Indeed, we are very short on mandate with all adults.

First of all, we do not want to get away from the study aspect of it. We are working with him to see if we cannot at least get some form of mandate in the area.

It is true we do have the adult protective service worker, but the concern is if we ran into real, total, defiant obstruction. Indeed, there is not much of a mandate in there unless you get into the reasonable cause; and you may not be terribly successful there. Those discussions are on the broad sphere.

We have to be honest about it. Whether it is an anticipatory facing or whether it is a real facing, we are going to face more of the potential in this area because more and more adults who were once totally protected by a sheltered environment under institutional care will be out in the community and will not have that sheltered environment. That has been one of the problems in common law.

The tradition has been that if an adult person really needed protection for any reason, there was a sheltered environment in some form, so therefore why would the official guardian or a minister or protective people be involved? It was a very clear-cut matter of the state providing the care and there were investigatory procedures and so forth.

We are working on that now. I would be less than honest with you were I say it is easy to solve, because it is a problem that runs into the technicalities of the law. I do not say it is insurmountable, but it is a very slow task and it really has not been addressed, other than in the talking stage, in any jurisdiction. It just is not a model. It is great to protect children who will never go into an institution, but they pass over a line—and it is an artificial line—and suddenly it is wide open.

In terms of the studies, yes, as we begin to develop a bit more of a network out there, we would really like to start doing some work in this area. We are doing some work in institutional research that has not been done before, but I think there has to be a bringing together of this problem, because, as you say, it is anecdotal. Sure, you can go to current sheets, but those are really physical.

We do not have the problem they have in the United States. I do not happen to think the United States is any more violent than here. But they do not have the infrastructure, particularly the medical infrastructure; we do not have the nursing home problems they have; we do not have the transmission of people interstate; we do not have these absolute funding formulas

where it becomes attractive to move people hither or thither. We are still small enough as a society, even in Ontario, where we can keep track of people, whereas they have become very large and with the mobility, who knows?

I am very concerned about that. When I saw that meeting scheduled I dispatched Lawrence Crawford up there immediately, in case they had been able to do something in that area because of the locale, but no.

Dr. Warren is very serious. She discussed it quite candidly with him, but it was anecdotal and it was a concern. The cases they had found were more outlying from the core.

**Mr. R. F. Johnston:** I had really hoped that we might see some initiative, both for the institutional abuse—it strikes me that comes from different kinds of problems and pressures and is maybe easier to deal with in some ways.

**Hon. Mr. Drea:** It is easier to get a handle on because it is in one place.

**Mr. R. F. Johnston:** Exactly.

But the other side of things that we used to run into are much harder and I do think you do have networks of community care, the kinds of groupings and the homemaker type of people to go to. How you get past just the straight anecdotal is difficult. I remember cases where we had a family member who was becoming forgetful. That became so hard to take for the son or daughter who was living there that they started to lose respect for the parent in the process, and then started to abuse them, first in neglectful ways and then in some ways which were very damaging to that person's health.

There was no way that we could intercede to try to get that person out of the home situation and into an area that would be protective, or even to give assistance to the son or daughter to try to get them to understand what was going on with the parent—

**Hon. Mr. Drea:** If they did not want it.

**Mr. R. F. Johnston:** Exactly.

**Hon. Mr. Drea:** That is why I am talking about the mandate. There is no real mandate to come and say, "Look, you have a problem." They will tell you to get out.

**Mr. R. F. Johnston:** Exactly. And if it is a voluntary organization, as we were, it was absolutely impossible to raise it because you would ruin your chance of interceding to help with some basic care for that individual, even though you knew that home situation was what the real difficulty was.

**Hon. Mr. Drea:** From the public trustee's point of view, in this case, because it involves adults, there are situations which are, in an anecdotal way, brought to his attention where he feels very frustrated; he literally cannot get in there, even under the guise of protecting the person's finances. Unfortunately, where it ends up is somebody asking him at the inquest why he was not there.

He has tried to develop certain discussion papers on this line in dealing with the straight law. That is something that really has to be addressed, because if you had such a program and it was challenged in the courts, it would do irreparable harm.

On the one hand, I have always found if the courts throw it out, you just take the reverse of the decision; then it is easily draftable legislation. I am not worried about losing in court, but when you get into the total lack in the common law— But as I say, in fairness it has never been a problem.

There is another problem where you have two older people living together where one requires care and the other begins to become incapacitated, ever so slowly—although suddenly it passes completely over the line. It just goes down to a total neglect situation. No one knows about it; no one can come through the door.

This is an area from two fronts: one, the people who formerly would have had a sheltered environment and now by their own choice will not; and, two, on the elderly side. Also the third factor in it—and I think we have to recognize this—is the tremendous mobility of family. A person may have had family and the assumption is that someone in the family will do it. But the family can be all over the map and may see that person only once or twice a year.

**Mr. R. F. Johnston:** I would be interested in getting from you anything on the whole area as you develop it. It has been of interest to me for some time.

**Hon. Mr. Drea:** We would be very grateful for input, particularly from members, because quite often it is such a frustrating situation in the community that there are people who do try to bring it to the attention of the member in hopes there is some government program the person can get into.

Also one of the other problems is that the people immediately surrounding these situations, unless the situation is totally flagrant and physically abusive, literally do not want to get involved, because it is a family matter. "We live next door to the people and, yes, they may be

eccentric, but then they have kind of always been that way." I am sure you have run into that.

4:20 p.m.

**Mr. R. F. Johnston:** I have some questions on the Elderly Persons Centres Act, if I might keep moving on. I think I asked this in my opening but I cannot remember. Last year's actual was down from the estimate and we did not get a chance to get to it.

**Mr. Barnes:** If you look at the home support line, you will see that it went from 1,349 actual 1979-80 to 2,547. What we did was to transfer certain functions to the home support line as it was more appropriately funded from that.

**Mr. R. F. Johnston:** And in fact your estimates for that year indicated you were going to be doing that—

**Mr. Barnes:** That is right.

**Mr. R. F. Johnston:** But then the drop was even larger.

**Mr. Barnes:** Yes, exactly.

**Mr. R. F. Johnston:** The estimates in each were lower and the actual was lower.

**Mr. Barnes:** That is right. I think if you look across—I have a punch hole right through my line—you will see \$3,258,400 for this year for home support services. There is some difficulty in defining just exactly which elderly persons centres provided more of a drop-in type situation and which others were providing home support and we are trying to identify those and transfer them over and get them funded appropriately in each case. It is as simple as that.

**Mr. R. F. Johnston:** In the process of developing a new co-ordination for the home support kinds of things—

**Hon. Mr. Drea:** Home assistance, please. It took four months out of my life settling a definition. Please, home assistance from now on. You can use home in it, but anything other than support.

**Mr. R. F. Johnston:** All right; home assistance program. Are you involving the centres?

**Hon. Mr. Drea:** We intend to, yes, just on the same basis that while the home for the aged obviously is the prime resource, the elderly persons centre has to be a very important resource, because their number is expanding, they are much more convenient, et cetera, and they will play a role. They probably will not be doing the work in gerontology and that type of

thing, but they have a very distinctive community role, in some cases a much more flexible role than the homes for the aged.

**Mr. R. F. Johnston:** Will you be involved in the homes?

**Mr. Barnes:** Do you mean the homes for the aged themselves?

**Mr. R. F. Johnston:** Yes.

**Hon. Mr. Drea:** In the elderly persons centres?

**Mr. R. F. Johnston:** No, in the discussion of the home assistance program.

**Hon. Mr. Drea:** Yes. I said they were the prime resource.

**Mr. R. F. Johnston:** But they will be involved in the discussions?

**Hon. Mr. Drea:** Yes, I said they had welcomed this outreach capability.

**Mr. Barnes:** When I was at the conference in September we were talking about their involvement in outreach and they seemed very receptive to being involved in that. It is something of a change to where they were before.

**Mr. R. F. Johnston:** Oh yes, definitely. As you know, the approach that we have been looking for was the white paper approach going out to the community and on part of it, at least, that has not occurred, in terms of it moving to a health model and the other part of it. I am just trying to make sure that in developing this model these major components of whatever is going to be the end result are involved in the planning; that is all.

**Hon. Mr. Drea:** Sure.

**Mr. R. F. Johnston:** That is why I am asking the question.

What about rest homes in the province and standards for rest homes? Is there any action taking place there?

**Hon. Mr. Drea:** No.

**Mr. R. F. Johnston:** Is there likely to be any action taking place there?

**Hon. Mr. Drea:** No.

**Mr. R. F. Johnston:** Because of it being—

**Hon. Mr. Drea:** Our view is that the standard is already there. The standard is the community standard, as it is for any type of residential facility, on the basics, fire, health, et cetera. It is the same type of standard as in a senior citizen's apartment. They are purely residential. There is no care component in there.

If it is set up as a care component, it is a private one; it offers freedom of choice. I think if you



were suddenly to come in and say the province was setting a standard, the next one is, "Then, of course, you are going to fund us." That is a pretty important step.

**Mr. R. F. Johnston:** The concern a lot of us have at the moment in terms of the rest homes is that they have people resident in them who are in need of more than just the roof and the bed kind of thing and it is not just a matter of fire safety, et cetera, that is a concern.

In terms of the continuum of care, it strikes me that one of the approaches taken in the home assistance model might be to give a role to the place of residence, as much as to an elderly persons centre or a group in the community that delivers care, in ensuring that people are receiving some basic kind of care. I am thinking particularly of the BC model that has been developed—

**Hon. Mr. Drea:** Yes, but you run into difficulties. It was an hour and a half ago or so that I was being cross-questioned on was I going to have a policy that would have the movement out of homes for the aged and a purchase for service into such private places, and that has very profound implications.

I realize on the community program that you might want to get involved, but I would be very hesitant, quite frankly, to get into standards and that type of thing. The end result would be that here you have places that are entirely in the private sector which are trying to meld into a model. Our model is entirely in the public sector.

**Mr. R. F. Johnston:** I am not sure that this other model could not be public as well, or part of it.

**Hon. Mr. Drea:** Are you asking me to buy them out? There is a vast industry out there.

**Mr. R. F. Johnston:** Not to buy them all out, there is no need to, but to have certain homes—we already have quasi-halfway houses for homes for the aged at the moment where people stay between—

**Hon. Mr. Drea:** Okay, but that is a little bit different from what you were asking me about standards for rest and retirement homes in general.

**Mr. R. F. Johnston:** All you are doing is using that as an example of how there can be a public intrusion into a style of housing and a style of care, et cetera.

**Hon. Mr. Drea:** When you asked me, though, in fairness, it was a universal application and the

answer was no. We can get into specifics that lend themselves to a community program, which is basically a nonstructured one, but we shy away because of the nature of the place.

I would not want to get into a situation whereby a very sizeable industry, and it is, suddenly became part and parcel of the full-care model. On the one hand, everyone would say, "Mr. Minister, suddenly you can have 3,000 beds." Yes, I guess I could; but there are some pretty substantial implications.

**Mr. R. F. Johnston:** There are also some pretty substantial problems with a lot of the rest homes.

**Hon. Mr. Drea:** All right, but if you want to look at it, is it the role of this ministry to set the standards? They exist in the municipality. There is no demand for me or for the ministry to go into senior citizens' apartments, et cetera. There are housing standards in the municipalities. It is not that I am wary of them; it is not that I am concerned with what I might find. I have a particular responsibility in the care field, which is the homes for the aged, et cetera.

**Mr. R. F. Johnston:** But it is part of the continuum, I presume you also agree, that in our senior citizen housing we are going to be moving more to sheltered housing in the British model.

**Hon. Mr. Drea:** I do not know. That seems to be defying all logic. In certain areas you no longer have a shortage in senior citizens' accommodation. They find they want to live independently, and I know that is geography and a few other things.

This whole rest and retirement industry wants standards. They want a lot more than standards. Are they not the ones who always want to see me? No one wants to see me, Mr. Johnston, to discuss the weather. You only want to see me for one reason, and thankfully, we got the okay at 10:30 to resume the normal course of business.

4:30 p.m.

We are constantly being faced with the position of a place—I am not talking about the one in your riding, but I am being assailed, on a rather continuing basis, with the fact that they cannot get enough people into the place, so therefore the government should put 10 or 12 in. Suddenly there is no private market and therefore we should put in 10 or 12—and not residential.

There are some real implications out there. I am not saying that we could not give some

community effort for home assistance, because some of them have played a role, either as a hostel or what have you, in a general application. But I am very wary at this time of moving into another dimension that might very well affect the viability of the present care program, the homes for the aged, et cetera.

I do not think you can really compare them with an elderly persons centre, which really is a supplement to conventional living. These are substitutes for that. I am not talking about the quality of some of the models; their quality is good but they have not been very successful.

Take this communal living, for instance. There were some very good incentives, particularly from the federal government under CMHC and so on, with the Minister of Housing taking so much of it on a subsidized basis, et cetera. That has abruptly come to a halt because there really has not been that much demand for it, at least in the bigger urban areas.

**Mr. R. F. Johnston:** Yes, it is fairly difficult to get anything going, even on a co-op basis, and you are still—

**Hon. Mr. Drea:** Yes, and let us make no mistake about it, the quality is excellent. But in terms of your first two—standards now—quite honestly, it has been known for a long time, I think the mandate has to be to rationalize, perfect and finely tune the total care package right into the home assistance program. You could do a bit of participation in there; if it turns out, under the home assistance thing as it evolves, that these can at least begin to play a role, okay—at that level rather than at the care level.

**Mr. R. F. Johnston:** Can I move from that to talking about the nature of crisis centres and emergency housing?

**Hon. Mr. Drea:** First of all, we have for some time been actively surveying the facilities for battered women. I would say to you that while the problem is not financial in its entirety, that has a great deal to do with it.

**Mr. Van Horne:** Could you elaborate on that please?

**Mr. Chairman:** If you would allow that supplementary Mr. Johnston?

**Mr. R. F. Johnston:** Sure.

**Hon. Mr. Drea:** A number of residences for battered wives or their families—places of refuge, I guess—first, are finding it very difficult to operate because of financial limitations—

**Mr. Van Horne:** We have one in London with a financial problem.

**Hon. Mr. Drea:** Secondly, our concern before that was that with the funding that was available, there did not seem to be much of an expansion. There was a daily rate set. The province fully shared in it. We had no control over it. It is not as though we said, "You can only have 50 women." Whatever the amount was, we paid our 80 per cent of that agreed rate and there seemed to be constant conflict and turmoil in the community.

**Mr. Van Horne:** Specifically, when you say "constant turmoil," have you found—

**Hon. Mr. Drea:** We are in the process of doing this report, Mr. Van Horne.

**Mr. Van Horne:** But you say that you have found constant turmoil in the community.

**Hon. Mr. Drea:** Yes.

**Mr. Van Horne:** I am not sure that I understand.

**Hon. Mr. Drea:** Over whether the finances should include counselling services direct from a particular residence, or whether it should be on a community basis or what other agencies should be interacting, or whether this was a specific thing—a great number of things in that area.

First of all, I sat down with the municipalities some time ago and the program seemed to be developing rather well, although what was happening was not happening often enough, which concerned us, it is true—in Toronto, London, and some of the rural areas. But the need is there, an ongoing thing. The CMHC funds and so forth, all of that was in place. It was not as though these people were coming in on a one-shot basis to the government of Ontario or to a municipality and saying, "We need this amount of money," et cetera.

It seemed to have all been laid out there with nothing much happening in terms of expansion—and there was the turmoil. I do not mean there was controversy, but there was not a smooth route in the community.

**Mr. Van Horne:** Yes, thank you.

**Hon. Mr. Drea:** Some time ago, early in the fall, at the end of the summer, we went out and started, through the ministry, surveying municipalities: Why were these not coming on: what was their view? Also we asked the people operating them what their problems were; was it all financial?

Part of the financial aspect is that there is no question that the rate that was established is okay in terms of roof-over-the-head and food.

There is no question about that at all, but where does the counselling or the program component come out of that? That indeed seems to be a problem.

This has led to some controversy: should it come out of general funds in the municipalities through other agencies? Many people say they operate in a specialized milieu and they are in a stabilization process for a period of time. After a period of time, perhaps, a person can take advantage of existing resources, when she has ceased to be a battered wife per se and is now re-entering the community.

**Mr. R. F. Johnston:** Will you back up just for a second to the actual roof-over-the-head costs being covered? It struck me that might be the case for some of those who are getting the \$17.50, or whatever the present level is, but there were others as well that were getting—

**Hon. Mr. Drea:** But that was the decision of the municipality. Just so I can explain this properly, if I understand the formula correctly—and you can correct me. We put in a limit. If we took 80 per cent of the residential rate in homes for the aged, whatever that amount was—it was \$17.50 in Metro—we provided 80 per cent, through regular general welfare assistance sharing, up to that amount.

We have also noticed that in some areas that amount is less than the maximum and, as I say, it is not a controlled program. If they have 200 people in there, they get 80 per cent of 200 times \$17.50. There is no cap, no ceiling on it. I think you can envisage that in some places, a smaller municipality perhaps, where rents and the cost of food and so forth are not so high, it is a little different, but there are wide differences and that concerns us.

If you were paying them that much, where was the counselling coming from? Because these were not boarding homes and were not considered to be emergency shelters. They may have been on the first night, but from there on in it was a very program-oriented service, which was, first of all, to stabilize the situation and then to get the wife and the children back into the mainstream of the community to re-establish themselves.

Therefore we started out collecting data as to just what the problem is. We had versions, at least I have had privately, from people who have been involved. There are a great number of differing versions of why the program is not attractive, and most of it boils down to the area of counselling and the cost of counselling and who is going to provide it. It is not the question

of the food and the shelter—at least, it does not appear to have been. You ask municipalities why there has not been an expansion when there appears to be a need, and you get various explanations; that there does not seem to be anyone coming forward, or when they do come forward—

4:40 p.m.

**Mr. R. F. Johnston:** How many of those for women actually started up as local initiative program grants, the Interval House kind of thing?

**Hon. Mr. Drea:** That was before my time.

**Mr. R. F. Johnston:** It struck me there were some winter works kind of things a few years back.

**Hon. Mr. Drea:** You have one in Scarborough right now that is getting nowhere. Yet it is funded for one year as a Manpower grant and they have an office.

**Mr. R. F. Johnston:** I gather from what I heard just the other day, they are going to be shutting down in the next little while.

**Hon. Mr. Drea:** I have not heard that one. I told people it was well on its way to completion. They had a newsletter out, and I heard from the federal Minister of Public Works about a number of sites and the mortgage, et cetera. He was very interested in it. Then you lose track of it and while you are waiting for the opening announcement, you suddenly find out there is nothing.

That one, I notice, is being funded under a Manpower grant for one year so they can have an office to get it going.

**Mr. R. F. Johnston:** The difficulty with that one has been the cost of the property and its renovation have put it beyond the bounds of getting CMHC funding. So, although it seemed that it was on stream, the co-ordinator who is paid through this Manpower program is co-ordinating something which is not going to take place. They are now talking about having to lay this person off because the function she was to fill is nonexistent.

What I was going back to is the fact that I understood a lot of these started as a kind of winter works program or LIP type of thing, with very low salaries, usually \$100 or so a week, for the people involved. Then when they went to the municipality for money on this shared cost thing, they would end up as Lanark did, with something like a \$13.25 payment rather than \$17.50. I gather it is up to \$15 now.

Was that not a problem for them just as a roof-over-the-head kind of thing as well?



**Hon. Mr. Drea:** It may have been, but the one we are getting into has not been completed yet, but it is really going on, because obviously no one is going to disagree about the need; and it is a need that is not going to go away.

Secondly, while we are not greatly involved, we do have a formula. There is a logical progression. You may run into the odd case where, because of the economy, or interest rates or what have you, a temporary setback occurs, but there does not seem to be much movement even in places where you can rent accommodation in the downtown areas, for instance.

But we are working on it. We would like to come to a general resolution of the problem by talking to the municipalities and to the agencies that interact, to see exactly what the problem is and to get it started again. Though it might give some temporary relief, I do not think raising it to \$25 or \$30 a day would solve the problem. Apparently it is more substantial. Finances are involved, yes, but it is more substantial than purely money.

**Mr. Chairman:** There is a supplementary question along this line from Mr. Kolyn, if you have no objections, Mr. Johnston.

**Mr. Kolyn:** I was just going to interject, Richard, that in Etobicoke we have one of those shelters for battered wives, and we have had it for quite a while. I talk to the woman who runs it from time to time. They sometimes get 14 or 15 women a night. She said that finances are coming to a bit of a crunch now.

You are right, however. One of the other problems she mentioned to me was that a lot of the husbands want to visit; there is the problem of keeping them away. I guess it is a legal problem.

**Hon. Mr. Drea:** I think that one can be solved. What I am concerned about is that it is not to be a refuge operation, but a program. Otherwise the situation is not going to improve, because the persons are locked into an extremely vulnerable position where for a period of time they and their children have hostel accommodation, but inevitably go back to the same situation or worse. That just perpetuates the problem.

We should also bear in mind that a number of people come because, physical abuse aside, there is a very bad home situation and they have made the decision to remove themselves and their children from that environment. To offer them no program means that all you do is send

them back after a cooling-off period. What do you do, wait for the next time? In some cases, as regrettable as it may be, there are people who just cannot live together.

You have to have a program. Otherwise you are just saying, "Okay, we will keep you for a week or two, then try to cope." The family situation has deteriorated badly, or they would not be at the door. It is that simple.

One of our concerns is that there does not seem to be any real movement in the thing. It would be far different if there were no funding arrangements and people had to make a trek to Queen's Park. I talked about finances, but it is not a question that the daily rate does not provide enough for food and shelter. It is a question of the financing of the total program.

**Mr. R. F. Johnston:** There are some problems with it.

You have a further supplementary before I go on?

**Mr. Kolyn:** I was just going to interject that one of the other problems, once they decide to leave, is to get them adequate housing somewhere. Until you can provide that housing you really cannot do anything but leave them there. If there are two children, you need a two-bedroom apartment. It takes a little bit of juggling.

**Mr. R. F. Johnston:** I was going to say they run into many difficulties. One is the per diem nature of the support. I raised this in my opening remarks.

What happens to your per diem if there is an epidemic of measles or chicken pox and the place gets closed down? This is one of the things with that funding formula that can really affect the basic ability to operate. The need is for security, not so much the ability to keep a husband away because you can order peace bonds and that kind of thing.

The difficulty is when you can afford to have only one person on staff at night, because you are trying to run a program on less money than you need to do so, so that person is left vulnerable when this angry husband, drunk or in whatever state, comes in. Then the staff become endangered—and most of them are women—as well as the wife who has been trying to escape that situation.

I wanted to compliment the ministry on the work that Domenic Alfieri has done with the Metro people in connection with getting the old

Sherbourne Street OPP training centre available as a centre for this winter. That is the kind of response that is needed right now.

**Hon. Mr. Drea:** And Mr. Anderson.

**Mr. R. F. Johnston:** Mr. Anderson as well? Yes, he was there and told me the same thing. Unfortunately the only person who was mentioned to me the other day was Domenic.

All of us are no doubt receiving the kind of calls I have been getting of late about situations where people are desperate for a place, and you end up phoning the three or four hostels. I even end up phoning Etobicoke to see if they have a place and they do not have one. Then you are caught in this horrible situation of wondering if some wife and her children are going to be in real jeopardy because you have not been able to find them a place. Maybe there has been no violence as yet, but you have the feeling that if you cannot extricate the person now, it will not be a preventive but will become something done in a crisis situation when it finally takes place.

I really feel we do have a crisis right now here in Metro. I am not sure what it is like in other parts of the province. I gather in Hamilton it is quite severe as well. Some of the members there have been approaching me about the difficulties they have been running into.

4:50 p.m.

I am interested from two sides. One is the overall situation you are looking at now in terms of coming up with a funding formula, which I hope will take into account the need for security, day care in loco and counselling assistance to the woman in that sort of situation; also, recognition of the fact that Interval House here, for instance, although they are supposed to be taking people for up to only two to four weeks, are actually taking people for three months while they try to find them the kind of housing we need now in Metro Toronto.

But right now, we just desperately need more places. Although the Sherbourne Street location will be helpful, I do not think it is going to meet what we need even for this winter. I want to know what emergency solutions we are going to be coming up with.

**Hon. Mr. Drea:** This has been Mr. Anderson's work over the past four or five months. I think he has embraced this whole area and I wish he were here to speak on it, because it is a multidimensional problem.

Let us break it down. If you are going to talk

about hostels for transient single males, I do not think that is critical. I think of the Sherbourne and some other things.

**Mr. R. F. Johnston:** Sherbourne is just going to be for women, is it not?

**Hon. Mr. Drea:** Yes. I do not think there is a crisis in that regard; at least it is not critical, particularly in the Toronto area. What has to be recognized is no matter how much hostel accommodation is provided, there are some who do not want it.

I go back quite a while on this, Mr. Johnston. When I was in another portfolio, my friend Harold Adamson, who was then chief of police, came to me as Minister of Correctional Services with one part of the problem, which I think is being addressed now.

It has never been the policy of either the province or the municipalities to attempt to meet social needs with hostels. We have been very program oriented. The Ministry of Housing has conducted quite a bit of innovative research into this area, taking into account that much of the accommodation that was once available in the core particularly, not only is no longer available, but will never again be available.

**Mr. R. F. Johnston:** I would argue that, but with respect to the private market, yes.

**Hon. Mr. Drea:** Well, for this income level, or this particular stratum of society, a large amount of accommodation was once available. At one time there was a surplus.

**Mr. R. F. Johnston:** All I am saying is there are solutions to that.

**Hon. Mr. Drea:** I am saying that Housing is looking at some innovative methods of being able to produce, without large-scale building—you should literally have a space problem as well—a reasonable facsimile of what was once available.

**Mr. R. F. Johnston:** Is this to be announced? We have not seen it so far.

**Hon. Mr. Drea:** They have been working on some of these ideas. Whether they are practical, or whether they will see the end result, I frankly do not know. That is not in my jurisdiction, obviously. I was involved a little at the beginning and Mr. Anderson has continued with it on a day to day basis. It has been mostly a two-ministry activity, Housing and ourselves.

Mr. Anderson has been out of town. He has been working with it since July, not only with

the two ministries, but on a day to day basis with municipalities and so forth. He is very familiar with the problem.

We also have another traditional problem in the area of transients which I am concerned about, and that is the area of the alcoholics, but that is a very specialized area, something in which the police and myself—and I do not know why I was selected—have always had an interest.

If you ever want to see some very strange living accommodation, I recommend the people who are the unsung heroes in social work, the beat policemen from the Regent police station. They could take you on a stroll and, believe me, they know each and every one of the hardcore problems and they look after them. They have been concerned for three years.

**Mr. R. F. Johnston:** I would disagree that it is a crisis this year.

**Hon. Mr. Drea:** That is not what you are talking about.

**Mr. R. F. Johnston:** No. The need for hostels for the single male transient is, I would say, a crisis. But my priority at the moment, if I were battling for immediate action, would be for the woman who is left in the kind of distress we are talking about.

I am getting information back from the housing registries and so on in the city, and the city has been acting to get rid of some of the administrative offices from Seaton House so they can put in more beds—although that will not be in effect for this winter—and to extend what is going on at All Saints Church. All that is saying there is a dire need.

**Hon. Mr. Drea:** Mr. Anderson can address this, but in truth Seaton House has become over the years less and less of a residence for transients. It serves a sizeable group of older men, indeed right down to the supervision of their medication. Many of the transients will not, in future, be appearing there. But they have a crunch, particularly because of that, which has been developing over a period of time.

I think it is fair to say that every hostel over a period of time tends to acquire a more permanent type of client in a certain age group, which is fine on the one hand, because they serve them very well, but on the other hand, that permanency tends to limit its function as a place for transients.

**Mr. Chairman:** Do I understand that Mr. Anderson will be available on Tuesday, Mr. Minister?

**Hon. Mr. Drea:** Yes, he will be back on Tuesday, I believe.

**Mr. Chairman:** We will be sitting on Monday and Tuesday, and most likely the following Monday as well.

**Mr. Van Horne:** I want to ask the minister if he has a response to the letter from Peter Valiquet of the Family Counselling Centre in London, Ontario. The letter raises three specific issues. One is comfort allowance, and this may not be the appropriate time to talk about that. The second point he raises is the apartment support program, which is receiving a certain level of support, and yet when a person moves from that to independent living, they receive a lesser amount; the number is quoted in the letter, which I will read to you.

“As we indicated previously, a person in an apartment support program receives considerably more grant (currently \$444.24), than when he or she graduates to independent living, (\$364). This seems clearly self-defeating and counterproductive to the concept of the program, which is to assist people to learn how to live independently.”

The third point they raise concerns the dental care and they suggest that each person in receipt of a pension be given the opportunity to join a group dental plan with the appropriate deductions from his or her allowance.

**Hon. Mr. Drea:** When is that letter—  
5 p.m.

**Mr. Van Horne:** The letter is dated October 13 and was sent not only to you but to Sean Conway and myself, Gord Walker, Jack Riddell, Bob Eaton, Richard Johnston and David Peterson, so it got fairly broad coverage.

The Family Counselling Centre in London—I am just adding this little commercial—is a very viable part of our community. The present president, Peter Valiquet, is a gentleman for whom I have a high regard as a gentleman and a father and a teacher. I had a great deal of respect for the previous chairman too. She was a very dynamic lady and I married her 25 years ago. She enjoyed her involvement with this organization.

**Hon. Mr. Drea:** A child bride, eh?

**Mr. Van Horne:** That is right. I am wondering if your staff might be able to respond.



**Mr. Barnes:** I have not seen the letter personally. Could I have a look at it so we could get a response ready for you and for it?

**Mr. Van Horne:** The answer obviously cannot be forthcoming. I wonder if you might just take this under advisement.

**Hon. Mr. Drea:** Sure. It is under advisement and going through the ministry right now.

**Mr. Van Horne:** I received a letter some time ago from Terry O'Brien at the family counselling services in London and their concern, of course, was the annual budget problems and knowing on a year to year basis how they might accommodate their budget. They seem to be cart before the horse constantly. I am wondering if that situation has changed. The chairman at that point was Jeff Flinn, but I believe he has moved out of the job now because he has been appointed a judge.

**Judge Thomson:** As I understand it, this is the issue of knowing in advance what their budget is for planning purposes. I am not sure how quickly family counselling agencies learned about their budgets this year and what kinds of problems that put them in, if it was not as early as they had anticipated.

**Mr. Barnes:** We are talking about family service agencies here, is this what you are thinking of specifically?

**Mr. Van Horne:** Yes, it is.

**Mr. Barnes:** As you know, we are funding the family service agencies now through the municipalities and we are encouraging the municipalities to purchase their services from the family service agencies. We have phased it down gradually and this year virtually all the money is flowing through the municipalities. There is no doubt it has varied across the province; in certain areas such as Windsor and Halton the amount of money being passed through the family service agencies is greater than it was when we were sharing 50-50 with the municipalities; it is now 80-20.

In a number of instances we have asked municipalities to change their 50 into 20 to hold it at the same number of dollars and we have undertaken to increase up to 80, so that opportunity is there now. I admit it does vary sometimes according to the standard of service provided by that family service agency. We are trying to encourage family service agencies, where they do not necessarily have the standards of some of their more sophisticated

colleagues, to improve the level of service they provide, and we are also encouraging the municipalities to budget through them.

I cannot answer in terms of the dates for the budgets, I am afraid.

**Hon. Mr. Drea:** We have run into a little bit of a problem, Mr. Van Horne, because of the separations in time of my allocation or my gross budget and the time they have to do theirs. The province has speeded that up; we are not always in a position of not being able to let you know until February. It has moved backwards, but there is a problem.

One of the things we have also done this year is on the mandatory shelter allowance; where you were in family benefits before, the municipality used to have an administrative burden of supplying that cheque. We have totally assumed that, which is quite an administrative saving to municipalities.

As we have pointed out, that administrative saving is in clear dollars—we mail the cheque out direct from here so they never even see it—and in areas like family service counselling this is not to be turned to a profit. It is a relief from a budgetary expense they had in a social service area and this may be an area based on local priorities and budgets that they want to deal with.

Unfortunately, some municipalities are saying that their wage settlements have been such that their own budgets are overdrawn, et cetera, and they are going to have to cut back. This appears to be one of their favourite areas.

I am somewhat disturbed at that particular trend. We have been encouraging that purchase of service because the family service agency is in the community; that as far as the total service provided in a social area by the municipality is concerned, you want to have a number of alternatives available which can provide the service without them having to start up their own service bureau. That, to me, is a great duplication and also they would be competing for the professional talent available. This method of them being able to purchase service for their clients stabilizes and enhances the budget of the family service and brings it right into the total milieu, rather than a private agency being over here in the municipality, and the province being over there.

**Mr. Barnes:** Mr. Van Horne, when you were referring to the family service agency, you were not referring to the children's aid society by any chance, were you?

**Mr. Van Horne:** The Family and Children's Services of London and Middlesex.

**Mr. Barnes:** Okay, that is a different issue. I can answer it now even though it is not under the budget item. We notified all the children's aid societies of their budgets at the beginning of the year in December, January and February, and by the end of February they were all notified of what their allocation was going to be.

The final approval of each society's budget was subject to our agreeing on a service plan with them, based on which they would be spending their dollars. This was the introductory year for the service plans and we saw the final approval being more of a formality, having already confirmed what the exact dollar amount would be so the municipalities and the children's aid societies would know exactly where they were at the beginning of the year. I think London may now have had its budget formally approved, but the delay was the formality to give us time to work up the service plans in the first year of the development of those plans.

**Mr. Van Horne:** That is reasonable. Thank you.

**Mr. Carman:** Mr. Chairman, perhaps I could just answer that with a piece of factual information. I had a letter from the executive director of the Family and Children's Services of London and Middlesex, Terry O'Brien, today in the mail. He was delighted with the outcome of the process but he did make the point that he hoped next year it might unfold somewhat earlier in the year.

**Mr. Chairman:** Mr. Gillies, you had a supplementary to Mr. Van Horne?

**Mr. Gillies:** Mr. Chairman, I will confess to you it is a supplementary in the very broadest sense of the word, but I thought if I raised it now, because it will take a little research, we might be able to address it when we come to the children's services vote. First of all, by way of a bouquet, my thanks to the minister and his staff for all the work you have done with Brantwood Manor and for the—

**Hon. Mr. Drea:** Mr. Gillies, never thank me, you will give me cardiac arrest. A thank-you in this field is something that has passed out of the English language.

**Mr. Gillies:** My thanks for your expeditious treatment of their budgetary concerns.

**Hon. Mr. Drea:** In fairness, it is still something that members of all parties do, but it has disappeared out of the public domain. When I get a thank-you letter I almost faint.

**Mr. Gillies:** At any rate the question, and this is a supplementary in so far as Mr. Van Horne's question was about budget. It is the time of year, Judge Thomson, where some of the smaller centres start to get a little nervous about next year's budget and I would ask you to look very carefully at the requirements of the Lansdowne Children's Centre in Brantford. I know you are aware of the work they do in the area of learning disabilities. It is a small centre with a modest budget and I know that we will be wanting to look very carefully at their requirements for 1982.

**Mr. Barnes:** What do they do, I am sorry?

**Mr. Gillies:** Learning disabilities. And that is not under this vote, Mr. Chairman, but I slid it in anyway so we can talk about it when we get to the vote.

**Mr. Chairman:** I know Mr. Van Horne probably would like to continue with some more questions that are of concern to him, but I will entertain a motion for adjournment, Mr. Johnston. It will be exactly three hours from the time of our committee's meeting today which will leave us with just slightly over eight hours remaining for the committee's deliberations.

Thank you, Mr. Minister and your staff. This committee is so pleasant, with the very moderate questioning, the esprit de corps and the co-operation in the answers.

The committee adjourned at 5:11 p.m.

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